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Adult basic education : a comparative survey of Massachusetts public school superintendents and adult education administrators.

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ADULT BASIC EDUCATION: A COMPARATIVE SURVEY OF MASSACHUSETTS PUBLIC SCHOOL SUPERINTENDENTS AND ADULT EDUCATION ADMINISTRATORS

A Dissertation Presented

By

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DEDICATION

To

Judy

Donald Jr. and Marcus

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A special measure of thanks must be given to my wife Judy and my two sons, Donald Jr. and Marcus, whose cooperation, understanding, and patience were greatly appreciated.

ABSTRACT

ADULT BASIC EDUCATION: A COMPARATIVE SURVEY OF MASSACHUSETTS PUBLIC SCHOOL SUPERINTENDENTS AND ADULT EDUCATION ADMINISTRATORS

(September 1985)

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THE PROBLEM

The purpose of this study was to determine whether or not Massachusetts public school superintendents and adult education administrators differed significantly in their attitudes and perceptions regarding various thematic issues in adult basic education. The research also sought to determine whether eight background variables would serve to separate out these respondents on the survey items. The eight background variables used in the study were:

1) years of administrative experience; 2) age; 3) sex; 4) degree; 5) major; 6) race; 7) semester hours earned in adult education; and 8) school district size.

PROCEDURES

The population of Massachusetts public school superintendents and adult education administrators was surveyed using a forty-nine item survey instrument with a ten question background sheet. The Chi square technique was used in the analysis of the data, and the minimal accepted level of significance was set at 0.05.

SUMMARY OF CONCLUSIONS

Title and not the eight background variables proved to be the factor most useful in differentiating between superintendents and adult education administrators on the thematic issues.

RECOMMENDATIONS

1. The Massachusetts Department of Education should develop and implement and on-going, state-wide and state funded publicity and image building campaign for adult basic education.

2. A greater effort should be expended in helping ABE students learn how to make the educational and political system in their communities more responsive to their educational needs.
3. Community and school personnel need to be sensitized to adult illiteracy and the negative impact that this problem has on the community and the ABE target population.
4. Increased levels of ABE funding from state and federal sources should be developed.
5. The integration of ABE and vocational training programs should be promoted.
6. Adult education administrators should be encouraged to develop advisory councils for their ABE programs.
7. Further reseach should be conducted to ascertain how other important decision-makers (school committee members, majors, selectmen, etc.) view adult illiteracy and the present efforts of public school systems to address this problem.
8. Efforts should be made to secure state legislation that is more supportive of the educational needs of the ABE target population.

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INTRODUCTION

Of the many positions within a public school system, the position of superintendent is the most influential. The actions and decisions of school superintendents affect every aspect of school operations. But, most important, is the essential role superintendents play in helping to establish public school policy.

In Massachusetts, as in most other states, the legal responsibility for operating the schools is assigned by the state to local school boards - also referred to as school committees - (Callahan 1975, ERIC Clearinghouse on Educational Management and the National School Boards Association 1981, Gross et al. 1958, Gondek 1982, and McCarty 1966). And, even though it is recognized that many other factors impact upon educational decision-making, such as, federal and state mandates, teacher associations, parents, students, Parent Teacher Organizations (PTOs), bilingual Parent Advisory Councils (PACs), politicians, and a host of special interest groups; in the final analysis, policy decisions are rendered by locally elected school

committees, usually, acting upon the recommendation of the school district's superintendent.

Because of the important role that superintendents play in overall school operations, in budgeting, and in policy formulation, it is essential for public school, adult education administrators, and others interested in the field of adult education, to understand how superintendents perceive adult basic education (ABE) programs and the role that they attribute to such programs in the larger school structure. The need to ascertain the level of congruency that exists between superintendents and adult education administrators regarding relevant thematic issues in adult education is equally important. Such an understanding is necessary for a number of reasons:

- A significant number of Massachusetts adults lack a high school diploma.
- The strength of a democracy is to be found in an educated, voting public. The massive number of undereducated adults is a threat to our democratic political system.
- There is a high correlation between individuals who lack a basic education and crime, welfare, poverty, and other social ills.

- The lack of a basic education is a barrier which prevents many adults from securing adequate employment.
- The Massachusetts private enterprise sector during the past two decades has been characterized by a transition from a manufacturing to a high technology base. The continuation of this trend will increase the difficulty that the undereducated already have in securing employment.
- Undereducated adults, in Massachusetts and other states, have been rejected from federal and state funded job training programs because they have lacked adequate academic preparation necessary for entry level training programs.
- Research has shown that the children of undereducated parents have a higher probability of becoming undereducated adults themselves than their peers who have educated parents.
- The current level of federal, state, and local funding is insufficient to address the instructional needs of the Commonwealth's undereducated adults.

- The need for building more effective linkages among ABE programs, service providers, and the business community has been stated by federal and local governmental officials as well as by writers in the adult education field. However, until this study, no research had been conducted to determine how Massachusetts superintendents and adult education administrators view the establishment of linkages, the cost to the ABE program in developing them, and whether or not linkages which have been forged to date are considered beneficial.
- The state educational laws regarding adult education are outmoded, inequitable, and desperately in need of modification, if the educational needs of the state's undereducated adults are to be addressed.
- In the professional literature, much has been written regarding the "backseat" status of adult educators and adult education within educational institutions.
- There is no certification requirement in adult education for individuals who desire to become Massachusetts public school ABE teachers, counselors, or administrators.

Individuals can "legally" enter the ABE field without any academic preparation or experience in adult education.

- There is also a preponderance of part-time, professional staff employed in Massachusetts ABE programs. It is important to understand whether full-time or part-time employment status is determined by community need, funding limitations, or other factors.
- Nationally, the major share of federal ABE funds are allocated to public school ABE programs; however, in the state of Massachusetts, community based organizations (CBOs) have been progressively seeking and getting a larger share of the limited federal, and more recently state, ABE dollars. This trend in the distribution of funds by the state, in effect, has reduced the availability of federal ABE funds to local educational agencies (LEAs) that operate such programs and has occurred at a time when Massachusetts school systems have had to cope with substantial financial reductions in school budgets brought about by the imposition of Proposition 2 1/2, a state legislated property tax cap.

- ABE proposals submitted to the Massachusetts Department of Education for the 1984/85 funding cycle revealed that only 28 public school systems in Massachusetts applied for federally funded, state administered ABE funds. And yet, the target population for whom the ABE funds are intended has not declined.
- During the recent past, there was a movement by the White House administration to eliminate the categorical funding status of the federally funded ABE program and to collapse ABE into the federal block grant. There was also an attempt to collapse the ABE grant into the federal vocational grant. Nationally, these moves were opposed by a majority of adult educators. However, until this study, no research had been done to determine the attitude of Massachusetts superintendents and adult education administrators regarding these attempts by Washington officials to eliminate the categorical grant status of ABE. Should the categorical status be eliminated, some fear that this would result in the closing of many Massachusetts ABE programs.

- The important role that school superintendents play within the public school structure suggests that efforts to implement and coordinate a statewide movement to eliminate adult illiteracy would be enhanced if school superintendents were more actively engaged in an effort to accomplish this goal.
- The ABE student population has a sense of powerlessness, is unorganized, and to date has not demonstrated an ability to influence key decision-makers to address their academic and vocational needs.

In addition to the reasons noted above, adult educators need to have a greater understanding of the superintendency and the relationship of that office to ABE because the actions of a school superintendent can directly impact upon all phases of an ABE program: a) funding, b) staffing, c) the number of students that will be served, d) programs that will be offered, e) hours of operation, f) instructional methodology, g) level of interagency cooperation, h) the degree of interstaff communication, i) the learning materials selected, j) and the facilities utilized.

Not only can superintendents influence the quantity and quality of ABE programs in their individual communities but the combined influence of these decision-makers can also serve to affect adult basic education, either positively or negatively, on a statewide basis. Adult educators who understand the attitudes and perceptions of school superintendents regarding adult basic education will be in a better position to develop effective strategies to influence policy decisions that will impact on the ABE field.

The need to focus more attention on adult education was clearly noted by Verschelden when he wrote the following statement:

> The time is past when adult education can be considered a fringe by-product of the educational system: It must receive policy-level consideration in the states and in the nation. There are more adults than children, and adults are the decision-makers of the nation, the major consumers, the principle workers, the parents, the culture carriers and creators. These adults need an education system in which they can find opportunities to learn in the most efficient and effective ways possible, a system which will be flexible and open. It must encourage the entire range of interested institutions, agencies, groups and individuals to develop ways of meeting the educational needs of adults (1973).

Statement of the Problem

Over the past fifteen years millions of dollars in federal, state, and local monies have been expended on adult basic education. Yet, very little research has been conducted to determine how the primary decision-makers - public school superintendents and adult education administrators, who are responsible for expending these funds, - view key issues in adult education. The purpose of this research was to determine if there exists a significant difference in the perceptions and attitudes of Massachusetts public school superintendents and adult education administrators regarding certain thematic issues in adult education. The study also sought to determine if there was any significant relationship between the perceptions and attitudes expressed by these decision-makers and eight background factors: 1) years employed as an administrator; 2) age; 3) sex; 4) highest degree obtained; 5) major area of college study, 6) ethnic and/or racial background, 7) semester hours earned in adult education, and 8) school district size. A survey was used to gather information on this heretofore neglected area of study. Specifically, the study compared the perceptions and attitudes of public

school superintendents and adult education administrators in a number of categorical areas in adult education:

1. Awareness of ABE
2. Social and economic impact of ABE
3. Certification and employment factors
4. Delivery system, operations, and status
5. Funding and support
6. Legislation
7. The future of public school ABE programs

From these broad categorical areas or themes, specific hypotheses emerged.

Hypothesis I to be Tested

I. There is no significant difference between the perceptions and attitudes expressed by public school superintendents and administrators of adult education regarding various thematic issues in adult basic education:

1.0 Awareness of ABE

1.1 There is no significant difference between the perceptions held by superintendents and adult education administrators regarding the extent of the adult illiteracy problem.

1.2 There is no significant difference between superintendents and adult education administrators regarding their perceptions of how their communities view adult illiteracy and the undereducation of adults.

1.3 There is no significant difference between superintendents and adult education administrators regarding the need for a program of publicity and image building for ABE.

2.0 Social and Economic Impact of ABE

2.0 There is no significant difference between superintendents and adult education administrators regarding the impact that ABE programs have on various societal concerns (e.g., economy and employment, welfare, crime, and support for K-12 education).

3.0 Certification and Employment Factors

3.1 There is no significant difference between superintendents and adult education administrators regarding the need for a certification process for adult educators.

3.2 There is no significant difference between superintendents and adult education administrators regarding required employment

factors for adult educators (e.g. academic background, methods of teaching, and experience).

4.0 Delivery System, Operations, and Status

4.1 There is no significant difference between superintendents and adult education administrators regarding the need to integrate ABE programs with vocational training programs.

4.2 There is no significant difference between superintendents and adult education administrators regarding their attitudes towards non-public, community based ABE programs.

4.3 There is no significant difference between superintendents and adult education administrators regarding their attitudes towards ABE programs linking with other institutions and businesses.

4.4 There is no significant difference between superintendents and adult education administrators regarding the institutions perceived to be the most appropriate for operating ABE programs.

4.5 There is no significant difference between superintendents and adult education

administrators regarding the status of ABE education in Massachusetts.

4.6 There is no significant difference between superintendents and adult education administrators regarding who should formulate and state the philosophy and goals for ABE programs.

4.7 There is no significant difference between superintendents and adult education administrators regarding the staffing pattern most appropriate for ABE programs.

4.8 There is no significant difference between superintendents and adult education administrators regarding the reasons why the current part-time, staffing pattern prevails in most Massachusetts ABE programs.

4.9 There is no significant difference between superintendents and adult education administrators regarding the importance of advisory councils to ABE program success.

5.0 Funding and Support

5.1 There is no significant difference between superintendents and adult education administrators regarding the institutions and agencies that should be primarily responsible for funding ABE programs.

5.2 There is no significant difference between the perceptions of superintendents and adult education administrators regarding the support that various publics express towards ABE programs.

6.0 Legislation

6.0 There is no significant difference between superintendents and adult education administrators regarding their perceptions of the relationship between legislation and adult education.

7.0 The Future of Public School ABE Programs

7.0 There is no significant difference between superintendents and adult education administrators regarding the future growth of ABE programs that are under the sponsorship of public school systems.

Hypothesis II to be Tested

There is no significant relationship between the following background factors and the perceptions and attitudes expressed by public school superintendents and adult education administrators towards thematic issues in adult education:

The Background Factors Are:

a. Number of years employed as an administrator
b. Age
c. Sex
d. Highest degree obtained
e. Major area of study
f. Ethnic and/or racial background
g. Number of college semester hours earned in the study of adult education
h. School district size

Limitations of the Study

1. This study only focused on one segment of the broad field of adult education - that segment was adult basic education.
2. There exist other institutions, agencies, and businesses that operate ABE programs. However, this study was limited to public school systems.
3. The study focused on two public school decision-making groups - superintendents and ABE directors. However, it was recognized that other decision-making groups impact on local ABE programs. A partial list includes: United States Office of Education personnel, state ABE program supervisors, local school committee members, and

local political office holders (e.g. mayors, selectmen, and alderman). And, while other ABE staff personnel (teachers, counselors, aides, clerical staff, etc.) are not considered decision-makers within the context of this paper, it is recognized that ABE staff impact significantly on local programs as well as the general ABE field.

4. The thematic issues that serve as a basis for this study were derived from an exhaustive search of the adult education literature. It is understood that the themes selected were not all encompassing and that another researcher might have developed another list of themes which, to some extent, may have differed from those put forth in this study.

Significance of the Study

This study should help to develop a better understanding of how public school superintendents and ABE directors view important thematic issues in adult education. Such information should prove of value to superintendents, ABE directors, state department of

education officials, legislative representatives, the United Office of Education, professors of adult education, professional adult education associations, and others interested in the field of adult education. Knowing where superintendents and adult education administrators stand on issues such as certification, funding, and legislation, etc. will provide some insight into how concerns in each of these areas would need to be approached to either bring about change or improvement. The study also provides a baseline of data on a wide range of topics that until this time was not available. The information will help those individuals and agencies noted above clarify problem areas in public school ABE and suggest possible paths to finding solutions. The analysis of data gathered in this study should also serve to suggest additional areas of needed reseach. In addition, the study provides some insight into the impact of Proposition 2 1/2, a state legislated tax relief measure, on public school ABE programs.

Definition of Terms

Many leaders in adult education have commented on the lack of agreement in defining the field of adult education and the many terms associated with it

(Broschart 1977, Cross 1981, and Peterson 1979). This difficulty has been attributed to a variety of factors. Mainly, adult education is a field which involves a plethora of institutions with a multitude of philosophies and purposes. Churches, universities, YMCAs, community colleges, businesses and industry, labor unions, and public schools are but a few examples of such institutions. Each of these institutions, for the most part, differ in terms of their target population and institutional goal; but in certain areas, overlapping conditions are to be found. Long succiently summed up the the negative impact that this lack of definition has had upon the adult education field, when he made the following comment:

> Not only has the pluralistic nature of adult education contributed to difficulties in communication within and about the field, but it has also tended to camouflage the field sufficiently to prevent its parameters from becoming distinct. Hence, the number of participants annually involved is a debatable point. There is also a lack of clarity concerning the institutions and activities that are included. The identity problem has contributed to descriptions of the field as "marginal" and "peripheral". There is no one voice that can speak for all of adult education (1983).

Yet, communication in any field is facilitated by a common understanding of terminology. Therefore, it is necessary to define a number of terms used in this study. Rather than contribute to the semantic

confusion which presently exists in the field of adult education, the researcher chose to use terms which have been accepted and recognized by the National Advisory Council on Adult Education. In 1980, the Council published a resource booklet entitled Terms, Definitions, Organizations and Councils Associated With Adult Learning. The very purpose of this booklet was to improve communication among individuals and organizations concerned with adult learning. The terms defined in the booklet are extensive. Those terms which were used in this study are defined below.

Adult

Any human being past the age of puberty who has discontinued his full-time attendance in a formal school situation and functions in one or more adult life roles, viz spouse, parent, worker, or any human being who has reached the legal and/or socially prescribed age for assumption of adult rights, privileges and responsibilities.

Adult

Any individual who has attained the age of sixteen (The Adult Education Act - P.L. 95-561).

Adult Basic Education

Adult education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability which is designed to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and

otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities (The Adult Education Act - P.L. 95-561).

Adult Learner

An adult who is enrolled in any course of study, whether special or regular, to develop new skills or qualifications, or improve existing skills and qualifications.

Advisory Council

A group of persons created to give advice on a particular project, program or organization.

Andragogy

The art and science of teaching adults and of adult learning in a climate where the adult is given primary consideration: contrasted with pedagogy.

Community Development

Educational efforts with individuals and groups for the purpose of improving the material, social, and aesthetic aspects of the life of the people living in a clearly defined geographical area.

Disadvantaged person

Given an idealized norm, any person who has not reached that norm because of external forces or conditions can be described as disadvantaged.

Dropout

An individual who discontinues a course, program of study, or educational endeavor before completing the scheduled period of the activity.

Functional Illiteracy

A quality attributed to an individual who lacks one, or a combination, of the basic skills necessary to communicate effectively in written or arithmetic forms.

General Educational Development Test

The GED Test is [used] to provide a valid means of measuring the educational proficiency of these persons in comparison with high school graduates. Through achievement of satisfactory scores on a battery of GED Tests, adults may earn a high school equivalency credential, qualify for admission to college or other training programs, meet educational requirements for employment or promotion, satisfy educational qualifications for induction into the Armed Forces of the United States, and meet education requisites of state and local licensing boards for admission to licensing examinations for those occupations requiring educational competence at grade levels less than high school graduation. Thus, the basic purpose of the GED Tests is to provide a second chance for adults who did not complete their formal secondary schooling.

Lifelong Learning

The process by which an adult continues to acquire, in a conscious manner, formal or informal education throughout their life span, either to maintain and improve vocational viability or for personal development.

Lifelong Learning

Includes, but is not limited to, adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use of innovation and research results, and to serve family needs and personal development (The Higher Eduation Act - P.L 94-482).

Local Education Agency

A public board of education or other public authority legally constituted within a State for either administrative control or direction of public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools, except that, if there is a separate board or other legally constituted local authority having administrative control and direction of adult education in public schools therein, such term means such other board or authority (The Adult Education Act - P.L. 95-561).

State Education Agency

The State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or if there is a separate agency or officer primarily responsible for supervision of adult education in public schools, then such agency or officer may be designated for the purpose of this title by the Governor or by State law. If no agency or officer qualifies under the preceding sentence, such term shall mean an appropriate agency or officer designated for the purposes of this title by the Governor (The Adult Education Act - P.L. 95-561) (1980).

C H A P T E R II

REVIEW OF LITERATURE

The Rise of the Superintendency

Prior to 1843, there were only 5 cities in the United States that had superintendents in charge of public schools (ERIC Clearinghouse on Educational Management and the National School Boards Association 1981). During this early stage of our country's history, schools were controlled and operated by local governments with the help of lay leadership. In time, school committees began to be elected by the voting public to oversee the operation of the public schools. Most school committee elections were held on a ward basis.

From the 1850s to the turn of the century, school personnel, helped by elements in the progressive movement, worked to establish "professional leadership" in the nation's schools. The force behind the movement to wrest administrative control of the schools from local politicians and lay leadership was motivated by

the knowledge that many school systems were being negatively influenced by corrupt politicians and lay citizens out to advance their own private interests (Callahan 1975, and Zeigler et al. 1974). There was also a growing fear among early school reformers that the immigrants, who were arriving in the United States in massive numbers, were falling easy prey to ward politicians. The reformers felt the immigration trend would ensure the continuation of this negative political influence in education. The school population during this period of time was also increasing substantially. Increasing enrollments resulted in larger school staffs, more school buildings, and generally, a more complex educational system. The day to day business of managing the schools was becoming an almost impossible task for school committee members (Callahan 1975 and McCarty 1966).

The reformers of the progressive movement and school personnel did much to convince the public that the schools would improve if the school administration was given over to professional educators, mainly school superintendents (Callahan 1975). By the 1920s, the reformers had achieved their goal. The election of

school committee members by an "at large process" replaced, in most communities, elections that in the past were based on wards. This change in the election procedure significantly reduced the influence of local politicians in school affairs. Equally important, the day to day administration of public schools became the responsibility of professional school superintendents in most cities and in many smaller communities.

The Importance of the Superintendent's Role in Public Education Today

Public school superintendents, according to Cuban, are today considered the most important employees of a school district (1976). One of the more recent reports on American education - A Nation At Risk: The Imperative for Educational Reform - cites the need for school superintendents to play a leadership role in bringing about necessary reforms in public school education (National Commission on Excellence In Education 1983). The salient role of the superintendent is also noted by Zeigler who claims that the departure of a superintendent from a school district can often create a crisis in the district (1974). The superintendent is responsible for

the overall administration of the school system, and he is held accountable for ensuring that the educational goals of the system are achieved (Morphet et al. 1974, Sullivan et al. 1971, and Verschelden 1973). His importance to the school district is easily discernible in the multitude of responsibilities he is expected to assume.

First, he is the acknowledged leader of the school district (Dykes 1965, Morphet et al. 1974, PSBA Commission 1977, Ryan 1976, and Whitmer 1972). In a research study of organizational relationships and the perception of task responsibilities among school system personnel, Hollis asked board members, superintendents, principals, and teachers who, in their opinion, should be the prime mover in initiating solutions to educational problems. The superintendent was the most often selected choice of each group (1972).

As the educational leader of the system, he is expected to ensure that all students are provided with the opportunity to maximize their potential. It is the superintendent to whom the community and the school board look for the creation of an educational environment wherein such a goal can be achieved. Ultimate responsibility for providing a well designed

and updated curriculum consistent with student needs and abilities rests with the superintendent (Dolph 1975). He is responsible for recruiting only the most qualified professional staff for employment in the system; and more importantly, he must see to it that they perform at a level of competency congruent with sound educational principles, which will enhance student learning (Morphet et al. 1974, PSBA Commission 1977, Tuttle 1958, Sullivan et al. 1976, and Whitmer 1972).

Staff moral be it high or low is often attributed to his leadership (Sullivan et al. 1971). To infuse high moral within the staff, the superintendent is expected to create a working environment wherein staff members are free to be innovative without having to fear failure, and to be secure in discussing their shortcomings as well as their strengths.

During collective bargaining, the superintendent is often called upon to try and resolve critical impasses, to establish the parameters within which members of the administration's negotiating team will function, and to inform the board concerning progress being made in the negotiations (Whitmer 1972). He plays, as many writers have indicated, a key role in the negotiation process (Mayer and Wilson 1972).

Keough in relating his experiences on school strikes found that the superintendent can play a leading role in creating an environment in which all parties - teachers, school board members, administrators, and parents - following the conclusion of a school strike can once again work together in a positive manner (1974).

The superintendent is expected to implement a communications system that will keep the school committee, parents, community, and staff informed of the system's strengths and weaknesses (PSBA Commission 1977, Tuttle 1958, Verschelden 1973). To accomplish this, he is expected to provide an evaluation system which will objectively measure the performance of students, staff, and all other elements of the district's program (Morphet et al. 1974, PSBA Commission 1977). It is also the superintendent's responsibility to involve parents in the decision-making process of the school system.

He is the chief architect and defender of the system's budget; and more often than not, he finds himself at center stage during budgetory hearings explaining to the public the system's financial needs (McCarthy 1966 and Tuttle 1958).

He is expected to ensure the public that the system adheres to state and federal mandates. In providing equal access and educational opportunity for all students, Somerville found that the superintendent was the key factor in achieving this goal, particularly regarding issues related to desegregation (1980). As the legal representative of the school committee, he is the prime contact person between the other arms of the governmental structure: local, state, and federal (Dolph 1975).

Most important, is the role the superintendent plays in the formulation of school policy. A ten month study on school board and superintendent roles sponsored by the Pennsylvania School Boards Association revealed that there are "...grey areas where the respective responsibilities of board and superintendent are not clearly delineated" (1977). One of the most important areas noted by the Commission's report was the area of establishing school policy. This same problem was noted by McCarty at the 1965/66 Catskill Area School Boards Institute.

> The fact is that one of the greatest problems that any administrator and board of education face is the demarcation line between policy-making and administration. This is known to be frequently fuzzy and uncertain, and it's a truism, of course, if you read the manuals that the definition of a division of labor is that the board of education

> makes the policies and the administrator administers them. This sounds very good but put into practice it doesn't work out that way (1966).

Similarly, Griffith notes that the literature on the subject of school decision-making usually states that "...the board establishes policy and the superintendent administers policy..." (1966). He is quick to point out, however, that in reality such a clear delineation of roles is seldom maintained.

Writings on school decision-making reveal that the major source of power and control regarding the decision-making process rests with school administrators and the school committee (Gittell et al. 1973, Jones and Jones 1976, and Ryan 1976). Ryan has reported that superintendents generally dominate school committee meetings because superintendents prepare the committee's agenda and initiate most proposals (1976). Likewise, Kammann found school boards to be reactive rather than active in the decision-making process.

> The typical school board is almost 100% reactive. It sits around and waits from something to happen. The superintendent runs through his agenda -- a change in curriculum, a new ruling from the state, a demand from the student council -- and then the board decides what to do (1972).

Some writers have claimed that many school boards expect the superintendent to exercise strong leadership in putting forth recommendations and proposals.

This expectation is noted in the PSBA Commission's report:

> It is very important that the superintendent exercise strong directive leadership in taking action, planning, advising, recommending, and in implementing board decisions (1977).

Because the superintendent is, indeed, the leader of the school system and plays such an important role in matters relative to finances and policy making, adult educators, and others interested in the field of adult education, must work towards gaining a better understanding of how superintendents perceive adult education - particularly, adult basic education.

Public School Superintendents and Adult Basic Education

In the available research about superintendents and their responsibilities, one seldom finds a writer that makes any mention about a superintendent's responsibility to adult learners. Cuban in his remarks about the superintendency demonstrates this point.

> Few people question the importance of the superintendent to the future of the school system. A superintendent somehow influences directly and indirectly the board of education, the bureaucracy he managers, the staff he leads, and the students he is responsible for. What a school does and does not do in these areas affect the community. In short, most educators, board members, teachers, and members of the community believe that a superintendent makes a difference in the children's education [underlining that of the researcher] (1976).

Several computer searches were undertaken to determine the number of records posted regarding the perceptions and attitudes of Massachusetts public school superintendents towards adult education. These searchers were conducted in four data bases: Educational Resources Information Center (ERIC), Comprehensive Dissertation Abstracts (CDA), the Magazine Index, and Government Printing Office (GPO) Index. In addition, a review of books, educational journals, monographs, newsletters, newspapers, reports, Education Index, and the Readers' Guide To Periodical Literature was also conducted.

A computer search of ERIC utilizing the following key concepts was undertaken: adult education, adult learning, adult basic education, ABE, superintendent, superintendent of schools, public school superintendent, Commonwealth of Massachusetts, and Massachusetts. The combined postings for adult education, adult learning, adult basic education, and ABE totaled 17,602 records and the combined postings for superintendent, superintendent of schools, and public school superintendent totaled 2,848 records. The concept Massachusetts had a total posting of 2,608

records. When the above concepts were combined into one search strategy, the ERIC search revealed 0 ERIC documents that combined these factors in either the document title, descriptors, or abstracts. Similar searchers in the Comprehensive Dissertation Abstracts (CDA), the Magazine Index, and the Government Printing Office (GPO) Index revealed 0 postings when utilizing the above combination of key concepts. The computer and manual searchers confirmed the fact that these data bases and related resources contained no documents which addressed, as either a primary or secondary issue, the perceptions and attitudes of Massachusetts superintendents on adult basic education; or for that matter, their perceptions on the more encompassing topic of adult education. By extrapolating the term Massachusetts from the search strategy and only combining the terms adult education and adult learning with the concept of superintendent, 89 postings were obtained in the ERIC data base. This later search strategy was also applied to the CDA data base. The CDA search produced 6 records that had the concepts of adult education and superintendent embedded in their documents. Both the Magazine Index and the GPO Index, likewise, contained a minimal number of

record postings which included the concept of adult education and even fewer records which combined the concept adult education with the concept of superintendent.

As noted, few writings exist in the professional literature that describe the attitudes of public school superintendents regarding important thematic issues in adult basic education; however, those documents that are available do provide some understanding of how superintendents view adult education.

In 1963, the National Education Association (NEA) conducted a national survey of public school superintendents to gather information on the opinions that superintendents held toward adult education. And, while the survey instrument was not designed to address the specific field of adult basic education, some useful insights into the perceptions of public school superintendents regarding adult education can be gained from the survey results.

Three-fifths of the superintendents who responded to the survey agreed that public schools should accept the major responsibility for adult education. Program areas, within the overall adult education program, that the superintendents rated as being "very important" and

the percentage of superintendents casting the rating were as follows: high school education program (90.0%, Americanization and citizenship (75.8%), elementary education program (71.3%), vocational education (63.2%), and home and family living (62.0%). Programs that received an "important" rating included: community services, public affairs, general education, cultural programs, agriculture, and health and safety. Asked how Americanization and elementary education classes should be funded and given three sources to rate: public funds alone, tuition fees alone, and combination of sources; approximately 55 percent selected public funds alone. Ten percent or less of the superintendents indicated that they thought public funds should be used to finance general education, cultural programs, or recreational programs. It is interesting to note that only 19 percent of the superintendents felt that vocational education should be funded solely by public funds; most preferred a combination of tuition and other funding sources. The majority of the superintendents surveyed (80.6%) also disagreed with a question which stated that, "Education of children and youth should be carried on so effectively that their

further education as adults would be unnecessary" (1964). From the responses given by the superintendents to this question, it would appear that they were supportive of the concept of lifelong learning.

Carpenter, a superintendent in the New York public school system, in an address entitled, "A Superintendent Looks At Continuing Education," which was given at the annual meeting of the New York Association of Public School Adult Educators, listed five problems he felt adult educators face:

1. Recognition as a full-fledged member of the educational family.
2. Total acceptance by the public as an integral part of the educational program, and the annual budget.
3. Recognition by the State Legislature of the full significance of Adult Education in the community and upon the future of the community.
4. The need for categorical State Aid to bolster and to establish firmly the concept of Continuing Education; and
5. The continual need for dynamic leadership in your field to gain this recognition and your "Place in the Sun (1968).

While Carpenter stated that most superintendents recognize the above needs, he emphasized that they are also confronted with limited financial resources and pressure from parents to address the needs of on-going programs (K-12 programs for children).

Because of these factors, Carpenter noted that adult education

> ...has become an 'Extra-Curricular Activity'. When the tax money is tight - it is the less known 'extra-curricular activities' which go without, are curtailed or are forgotten (Ibid. 1968).

To help adult educators overcome their lack of status and to gain public support for adult education programs, Carpenter made a number of recommendations. These recommendations called for adult educators to: articulate clear and obtainable goals, rename the field (replace the term adult education with term continuous education), develop a comprehensive curriculum to meet the needs of all elements of the community (a minimum state-wide curriculum was suggested), involve all segments of the community in an advocacy role for continuous education, make continuing education a full-time component of public schooling, make the school facilities more readily accessible to the entire community, insist that instructors who teach in the continuing education program possess teaching techniques and a philosophy appropriate for adults, and lastly, sell continuing education to the public.

Verschelden in his dissertation - A Study Of The Attitudes Of Kansas Superintendents Of Schools Toward

Adult Education - tested two hypotheses. His first hypothesis attempted to ascertain if a significant relationship existed between the criterion variable attitude of public school superintendents toward adult education and such predictor factors as: age of superintendent, size of the school district, years as superintendent, courses taken in adult education, teaching experience in adult education, and hindrances to adult education programs. Verschelden's data analysis revealed that the predictor factors noted above had no significant affect on the attitudes of public school superintendents toward adult education. He also did not find any significant relationship between the attitudes of Kansas public school superintendents toward adult education and their stated hindrances to generating adult education programs (1973). Two hindrances to generating adult education programs noted by the superintendents were the lack of public support for such programs and the lack of adequate funding. The superintendents' educational priorities also seemed to play a key role in their decision-making. Verschelden's study of Kansas public school superintendents led him to conclude that the superintendents perceived adult education as a low

status program area, and as such, was low on their list of program priorities (Ibid). In his recommendations, Verschelden suggested that leadership for promoting adult education will have to come from other sources because public school superintendents give their primary allegiance to K-12 programs.

If public school superintendents in Massachusetts and in other states also give their allegiance primarily to the K-12 program, it becomes a matter of concern as to whether or not adult basic education, or adult education in its most encompassing form, can ever lose its "marginal" or "peripheral" status within the context of public school education.

A doctoral dissertation authored by Feldmeier provides an additional insight into the perceptions of public school superintendents toward adult education. As the title of his dissertation implies - Perceptions Of State And Local Superintendents As To Necessary Characteristics For A Comprehensive Adult Education Program On The Public Level - , Feldmeier's work involved a comparative study (national in scope) of public school superintendents and state superintendents regarding the characteristics of a comprehensive public

school adult education program. The data collected by Feldmeier included a seven item personal and educational background data sheet, and in addition, a fifty-three item questionnaire. Feldmeirer's analysis of the superintendents' responses to the data sheet revealed findings similar to those reported by Verschelden:

> . . . the perceptions of state and local superintendents on necessary characteristics of adult education programs for the public schools were generally considered independent of earned degree, age, years of experience in education, and number of college semester hours in adult education (1974).

It should be noted, however, that Feldmeier found superintendents who possessed a doctorate degree to have more positive feelings than superintendents who did not have a doctorate about certain questions that were asked on the survey. For example, those with doctorates felt local school systems should require the adult education administrator to be certified in the field of adult education. They also felt that adult education programs should provide a public affairs program in order to develop an informed electorate.

The questionnaire was designed to elicit superintendent responses to questions on public school adult education in three major areas: 1) administration and organization, 2) program, and 3) school facilities. State and local superintendents agreed on twenty-seven necessary characteristics for a comprehensive adult education program regarding "administration and organization" and disagreed or were neutral on nine questions relevant to this area. Agreement among the superintendents was reached on twelve of the questions and disagreement on two of the questions which were related to the general topic classified as "program area". On the segment of the questionnaire which addressed "school facilities", agreement was reached on eleven questions, and again, disagreement was noted on two questions.

Public school superintendents and state superintendents agreed that adult basic education should be considered an inherent component of any comprehensive adult education program. And, although each felt the costs for operating adult

education programs should, in part, be paid for by registration and enrollment fees, both groups of superintendents also recognized that financing adult education programs was a public responsibility. However, they differed as to which public entity they saw as being primarily responsible for funding such programs. The public school superintendents preferred the operating costs to be borne by state and federal funding; the state superintendents preferred local taxes or federal support. These responses to the funding question are illustrative of the reluctance of either superintendent group to assume funding for activities designed for adults. The respondents also disagreed or were neutral regarding whether or not administrators and teachers in adult education programs should be certified in adult education, certified in the subject area they teach, or need experience in the field in order to teach adults. They were neutral or could not reach agreement on whether systematic in-service training for adult education staff should be provided on a non-paid basis. Feldmeier did see the need for adult education

certification, and he listed it as one of his specific recommendations.

> ...certification requirements should be established through the cooperation of the state and local superintendents and the chief adult education administrator and recommendations from the state university or universities providing adult education programs (1973).

In addition to researching the literature, contacts were made with various adult educators in Massachusetts in order to secure any known information regarding research that may have been done on the perceptions of Massachusetts public school superintendents toward adult basic education. Conversations with Ms. Kathleen Atkinson, Director of The Bureau of Student, Community and Adult Services, Massachusetts Department of Education; Ms. Gale Ewer, Director of Adult Basic Education, Massachusetts Department of Education; and Dr. Ruth Nickse, former adult education consultant to the Massachusetts Department of Education, indicated that no known documents had been written which had as a central focus Massachusetts public school superintendents and adult basic education. Dr. Pauline Kightlinger, Coordinator, Adult Education Program, Worcester State College, was also contacted and could not cite any known

publications which focused on adult basic education and Massachusetts public school superintendents. Similarly, Mr. Frederick Assard Abisi, President of the Massachusetts Association of Adult and Continuing Education (MAACE), also stated that he was unaware of any such research or publication in this area. Each of these individuals, however, felt that research into this topic was necessary.

The role of public school superintendents in adult education, particularly the field of ABE, is extremely important because significant decision-making authority is vested in the local educational institution:

> While the state education agencies are ultimately responsible for the administration and supervision of all ABE programs within the state [Those that are receiving federal or state funds] - including teacher-training, curriculum selection and development, evaluation, and fiscal accountability - decentralization and local autonomy are the rules rather than the exceptions. One of the most striking impressions that we received from responses to a questionnaire we sent to state ABE directors was that State offices of education appear to be structured in much the same way as the federal systems. Like the federal agencies, the state offices of education view themselves largely as disbursing agencies, responsible for allocating funds to individual communities. They act as conduits for funding rather than as leaders in adult basic education practice. The primary initiative for the establishment and programming of activities rests, consequently, in local hands (Hunter and Harman 1984).

The Undereducated Adult - National and State Statistics

In a nation that spends billions of dollars each year on education, it often comes as a shock to the uninformed that millions of adult Americans are deficient in basic skills and lack a high school diploma. The problem of adult illiteracy in the United States is not new. However, it wasn't until the advent of the 1960s that widespread attention was focused on this national problem. Since that time, governmental agencies, professional associations, educators, and other interested individuals have attempted to chart the parameters of adult illiteracy.

In the later part of the 1960s, the Adult Education Branch of the U.S. Office of Education commissioned Management Technology Inc. to prepare a comprehensive plan to solve the nation's adult illiteracy problem. Using data based on the 1960 census, Management Technology Inc. stated that there were 24 million people who were part of the "Educationally Disadvantaged Population (EDP)". At the time of the study, the EDP population was defined by

the United States Office of Education as consisting of individuals 18 years of age and older who had less than an eighth grade education (1968).

Hiemstra calls to our attention census data and other statistics gathered by the National Advisory Council on Adult Education which claimed that in 1970 two million adults in this country lacked formal schooling and 45 million adults over the age of 25 had not graduated from high school. When Hiemstra considered other factors such as adults 16 years of age and older and non-labor force individuals who did not have a diploma, he found that approximately one-fourth of the 203 million adults in 1970 lacked diplomas (1976).

In 1970, The National Reading Council hired Louis Harris and Associates to conduct a national literacy study which would measure the "survival literacy rate" in the United States. Survival literacy was defined as the reading skill necessary to complete common forms such as social security, medicare, public assistance, and a driver's application. To be deemed literate, an individual had to achieve an average rate of 90 percent accuracy in completing the forms. Anyone achieving

less than 90 percent accuracy was labeled "functionally illiterate". Three percent of the men surveyed answered more than 30 percent of the questions incorrectly and 14 percent of the men missed between 10-30 percent of the questions. Two percent of the women surveyed answered more than 30 percent of the questions incorrectly and 11 percent missed between 10-30 percent of the questions. Of all those surveyed, 8 percent had difficulty completing the driver's license form, 11 percent the bank loan applications, and 34 percent the medicare forms (National Committee for Support of the Public Schools 1971).

In his foreword to Alternative Paths To The High School Diploma, Owen Kierman expressed concern that the nation's public schools were not meeting the needs of many students. To substantiate his remark, he noted that nearly one million high school students leave school each year without having obtained a high school diploma (1973). A few years later, the United States Office of Education's, Division of Adult Education, reported similar findings when it announced that 800,000 high school students drop out of school annually. In addition, the Division claimed that

400,000 immigrants enter the United States each year (1979).

The National Advisory Council on Adult Education (NACAE) in 1975 stated that 54 1/3 million persons of labor force age, who were not enrolled in school, had less than a high school education. The Council projected the proportion of workers without high school educations would be reduced over time, but the absolute numbers they claimed would continue to be large (1975).

The number of adults who are in need of basic skill training increases significantly when one considers basic competency skills. Gross and Brightman have reported that 65 million adults lack such skills (1979). Much of our understanding regarding adult competency levels emerged from the Adult Performance Level (APL) study. This study was conducted by the University of Texas in the early 1970s (Gross 1977). The research team did not use a person's grade level or years completed in school to determine competency, but instead, they considered the adult's understanding and mastery of selected competency tasks. The results from the APL study suggested that 20 percent of all American adults do not possess the necessary skills to function

competently in our society, and 34 percent demonstrate only minimal competencies (Gross and Brightman 1979).

Writers in the popular media have also begun to more frequently note the growing problem of adults who are ill prepared to function in a modern society. U.S. News & World Report on May 17, 1982 displayed on its cover the following headline - "Ahead: A Nation of Illiterates?". In this major article many aspects of the illiteracy problem were covered, including some disturbing statistics:

> Today, a staggering 23 million Americans - 1 in 5 adults - lack the reading and writing abilities needed to handle the minimal demands of daily living. An additional 30 million are only marginally capable of being productive workers. Thirteen percent of high school students graduate with the reading and writing skills of sixth graders. More than one third of adults have not completed high school.
>
> Demographers say the number of illiterates is steadily mounting, swelled by nearly 1 million school dropouts a year and also by immigrants from Latin America and Asia, many unable to read and write in English or their own language (Wellborn 1982).

The scope of illiteracy in the United States has reached what one writer termed "epidemic proportions". Paul Tremper, Executive Director of the National Community Education Association, addressed the issue of

adult illiteracy in the Association's journal, Community Education Today.

> The Washington Post calls it the "secret handicap" but there is a growing awareness in the United States that adult illiteracy is reaching epidemic proportions, and its implications affect all of us. In 1979, the Ford Foundation estimated that 25 million Americans could not read at all; another 35 million Americans were considered functionally illiterate. The inability of 60 million American citizens to cope with the routine paperwork of life - a classified job ad, a check, a traffic sign - is a problem that is difficult to ignore (1983).

The most recent figures regarding adult illiteracy were made available by the White House, Office of the Press Secretary, in a paper entitled: Fact Sheet: Adult Literacy Initiative. In part, the paper noted that a significant proportion of the adult population lacked basic skills.

> Current conservative estimates are that 23 million Americans are functionally illiterate, and that 2.3 million join the pool yearly. Of that 2.3 million, 1 million are high school drop-outs and non-functional graduates, 400,000 are legal immigrants; 100,000 are refugees, and 800,000 are illegal immigrants. An additional 46 million Americans may be considered marginally functional, for a total of 72 million Americans who function at a marginal level or below (1983).

These 72 million adults lack "functional literacy" which was defined as "...the possession of the essential knowledge and skills to enable an

individual to function in his or her environment--at home, in the community, in the workplace" (Ibid.). While the extent of the illiteracy rate may vary, due to a lack of conformity in the criteria used to define such terms as "illiteracy" and "undereducated adult", the problem of adult illiteracy as noted above is significant and exists throughout the nation. Kozol uses the term "prisoners of silence" to characterize these undereducated Americans (1980). No state, city, or town is devoid of this problem. Massachusetts is internationally known for its many fine colleges and universities; its hospitals are on the cutting edge of medical discoveries; and the state is a leader in the high tech revolution. Yet, for all of its sophistication and progress, Massachusetts has a serious adult illiteracy problem.

In 1975, the Massachusetts Project Director for ABE in addressing adult educators at the annual meeting of the Massachusetts Association of Public Continuing Adult Education Association (MAPCAE) stated that there were more than one million adults in Massachusetts with less than a high school diploma (ABE Journal 1975). ABE Department of Education personnel speaking before

the Massachusetts Board of Education in February 1979 claimed that, "One out of every three Massachusetts adults over 25 lacks a high school diploma (Kogut 1979). In terms of population figures, that ratio translated into 1,379,629 adults within the state with less than a 12th grade level of education. Of this figure, 54 percent of the adults possessed less than an 8th grade level of education and 46 percent less than a 12th level of education (Massachusetts Board of Education 1979). More recent data suggests that the problem of undereducated adults in Massachusetts has not significantly diminished since 1975.

The 1980 census data revealed that the number of undereducated adults in this state still is approximately at the one million level. In addition, there are 80,000 adults living in the state who cannot communicate in English (Melikian 1983). Speaking before the Sixth Annual National Competency-Based Adult Education Conference in 1982, Massachusetts Commissioner of Education, Dr. John Lawson, acknowledged that well over a million of the state's adult citizens lacked the necessary basic skills to adequately cope in a modern society. He also

recognized that the number of adults without a high school diploma increases by 50,000 each year (Update 1982). For particular minority groups within the state, the percentage of adults who are undereducated is significantly higher. Fifty-five percent of the state's Hispanic population over the age of 25, and approximately 36 percent of the black adult population have not graduated from high school (Nickse 1983).

Another obvious concern is that each year many students graduate from the Commonwealth's public schools who are ill prepared to function in a society that demands ever increasing levels of competency. A Massachusetts statewide survey was conducted in 1978 to "...determine the public's attitude toward the educational objectives proposed as part of the state's Basic Skills Improvement Policy" (Taylor 1979). Thousands of people were contacted in this survey including: adult residents, teachers, public high school seniors, directors of English, directors of mathematics, school superintendents, school committee members, and members of the business community. When asked whether or not they agreed with the following statement - "'There are significant numbers of students

graduating from high schools in Massachusetts without sufficient skills to solve everyday problems' - among the general public 82% agree, 12% disagree; among educators 74% agree, 18% disagree; among business people 88% agree, 4% disagree; and among students 80% agree, 17% disagree" (Ibid).

Given the significant number of adults who lack the basic skills necessary to succeed in a modern technological society, logic would dictate that such a condition would command a top priority among universities, colleges, public schools, government, and industry. Historically, such has not been the case.

Adult Education - on the Periphery of Educational systems

Adult education has been relegated to the "backseat" of the American educational system (Ferver 1979 and Rauch 1972). Rauch blames this condition, in part, on the fact that few institutions identify adult education as their prime responsibility. Knowles recognized this condition when he used the phrase The Adult Learner: A Neglected Species as the title of one of his books (1973). It is Knowles' contention that

most of this nation's educational resources have been directed towards understanding children and how they learn and only minor attention has been focused on the adult learner. Five years following the publication of Knowles' book, the College Board in a publication entitled Future Directions For A Learning Society called attention to the fact that how children learn has been well researched but little is known about adults and learning (1978). The Director of the Fund for the Improvement in Postsecondary Education, Chuck Bunting, has written that traditional schools, colleges, and governmental policies regarding education have primarily served youth and have been relatively unresponsive to the needs of older learners (1978). This claim by Bunting was also reflected in A Special Report to the President and to the Congress of the United States by the National Advisory Council on Extension and Continuing Education. In their report, the Council noted that it is the adult population that bears the primary financial burden for public school education; however, the Council stated that adults derive the least direct educational benefits (1979). In a letter to Shirley M. Hufstedler, Secretary of

Education; Dr. James Dorland, Executive Director of the National Association of Public Continuing Adult Education, made the following remark: We believe that for far too long the education of adults has unfairly been accorded low priority by policy makers (Adult and Continuing Education Today 1980). Addressing a national conference of adult educators, John Lowe of the Organization for Economic Cooperation and Development spoke to the issue of the second class status of adult education:

> The general state of adult education in the "advanced" Western nations is poor - despite endorsement of lifelong learning. Typically, adult education is underfinanced, does not involve the severely deprived who need it most, and is not integrated into the mainstream of the educational system. It lives hand-to-mouth - the very opposite of comprehensive planning (Gross, and Brightman 1979).

Long feels that adult education suffers from an identity problem. He acknowledges that the field of adult education has often been described as "marginal" and "peripheral" (1983). Many educational institutions, he claims, have not addressed the needs of the older learner and remain "...oriented exclusively toward youth" (Ibid). Although continuing education has had a long tradition in the United States, Berman found that its relationship with statutory schooling has not received appropriate

attention (1981). A group of California community educators characterized the perception that public schools are primarily for children as wasteful - "...one of the greatest wastes of schools has been the notion that education is only for citizens from kindergarten to the 12th grade. 'Learning, they said is a' "...lifetime process" (Community Education Today 1982). Similarly, Cross described the federal government's attitude toward lifelong learning as one of indifference (1981). A nationwide evaluation of the federally funded ABE program was conducted by the Comptroller General of the United States in 1975. The study showed that prior to the federal funding few states operated ABE programs (1975). In a recent survey of all ABE programs in Massachusetts, Dr. Nickse cited as a major weakness of the ABE system the lack of public support for the educational efforts made by ABE personnel to reduce adult illiteracy. She also cited as a problem the poor integration of ABE with other formal and informal educational systems (1983).

Never before in the history of this nation has the need for support for adult education been so pronounced. The title in a recent report by the

National Commission on Excellence in Education - A Nation at Risk: The Imperative for Educational Reform - suggests the urgent need to address the educational needs of all Americans, children and adults.

> Our nation is a risk. Our once unchallenged preeminence in commerce, industry, science, and technological innovation is being overtaken by competitors throughout the world. . . . If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war. As it stands, we have allowed this to happen to ourselves. We have even squandered the gains in student achievement made in the wake of the Sputnik challenge. Moreover, we have dismantled essential support systems which helped make those gains possible. We have, in effect, been committing an act of unthinking, unilateral educational disarmament. . . . America's position in the world may once have been reasonably secure with only few exceptionally well-trained men and women. It is no longer. . . .
>
> In a world of ever-accelerating competition and change in the conditions of the workplace, of ever-greater danger, and of ever-larger opportunities for those prepared to meet them, educational reform should focus on the goal of creating a learning society. At the heart of such a society is the commitment to a set of values and to a system of education that affords all members the opportunity to stretch their minds to full capacity, from early childhood through adulthood, learning more as the world itself changes. . . . In our view, formal schooling in youth is the essential foundation for learning throughout one's life. But without life-long learning, one's skills will become rapidly dated (National Commission on Excellence in Education 1983).

Adult Education - The Fastest Growing Segment of the Educationl Market

During the past two decades, the field of adult education has witnessed a remarkable period of expansion, and without question, it is the fastest growing segment of the educational market (Boone, et al. 1980, Cross 1979, and Rauch 1972). Snider has written that lifelong learning is coming of age and its growth rate is not equaled by any other segment of the educational community (1981). This noticeable growth in adult education has led Stubblefield to characterize adult education as the new frontier of education (1981).

Niemi and Nagle, drawing upon the research of a number of educators, indicated that in 1976 sixty-seven million students participated in formal educational programs - pre-primary to graduate school. They also noted that approximately eighty-two million people participated in adult education programs (1979). Much of the growth in education over the past forty years they claim can be attributed to the growth in adult and continuing education. During the same year, The National Advisory Council on Adult Education reported

that the growth in adult education had exceeded growth trends in all other sectors of the educational market.

> Adult education is the fastest growing level of instruction today. The field of adult education has experienced a massive influx of clients, an explosion of diverse programs and practices and a growth of knowledge over the past ten years unequaled in the history of American education. Enrollment in public adult education is leaping upward at close to eleven per cent a year, compared with a growth rate of less than two per cent for elementary and secondary schools (1976).

The Council attributed the growth rate to a number of factors: affluence of society, more leisure time, increases in city populations where educational opportunities are more available, the self-help trend, changes in technology, and the increased educational level of the country's population.

According to Cross, between 1969-1975 adult participation in organized learning increased 30.8 percent (1979). She also attributed the growing participation of adults in educational activities to a number of factors: changing demographics (population coharts are reflecting fewer youth and more adults), social changes (rising educational levels of the population, changing roles of women, early retirement, advent of civil rights legislation, increased leisure time, and changing life styles), and the knowledge explosion (particularly its impact on employment).

Quoting Kemp, Cross notes that enrollment in noncredit, university sponsored adult education courses has increased by 57 percent during the 1967-76 time period (1981). Gross has estimated that one out of five adults enrolls in some form of adult education (1977). And, in an address on the free university movement, Draves made the following comment:

> Enrollments in 1978 topped 300,000 participants, more than double that in 1972, and reports are that fall enrollments are up. New free U's continue to grow. We predict 24 new free U's and learning networks will have started by the end of the year, one every two weeks (1978).

This growth in educational participation has been fueled mainly by the better educated adult population (Peterson 1979). The research efforts of Cross have resulted in her reaching a similiar conclusion: Everytime a new educational opportunity presents itself, it is the already well-educated who rush to take advantage of it (1981).

In addition to the significant increases noted in adult enrollments, the growth has also been evident in the diversity of educational options being offered to adult students. For example, on the postsecondary level the phrase "graying of the college campus" has fast become a cliche in the lexicon of American educators, and the concept needs no interpretation for

the lay population. Colleges and universities, which just over a decade or so ago gave little thought to the needs of their adult students, have become leaders in developing unique programs to meet the educational needs of the older student. It is fast becoming common practice for these institutions to provide off campus educational opportunities. In many institutions, the older student can earn a degree by attending classes on weekends. By passing various examinations, such as, the College Level Examination Program (CLEP), a student can earn a year or more of college credit (Ruyle and Geiselman 1974). Some college programs will grant academic credit for life experiences which are applicable to the student's chosen course of study (Ibid). The attention now being focused on the older adult learner is not solely the result of altruistic motivation on the part of college decision-makers. Faced with declining enrollments in the younger coharts, many colleges have looked upon the older adult student population as a necessary educational market to be tapped. This increased interest in the education of adults has also been reflected in the growing number of businesses, industries, and a host of other

institutions which have implemented training programs for their employees. While this growth in adult education is welcomed by both the adult education recipient and adult education provider, it also serves to shield from view the fact that those most in need of adult education programs are the least apt to be enrolled in such programs, be they private or public.

The Educational Gap Between the "Haves" and "Have nots" is Growing

All indications are that the educational gap between the "haves" - individuals with a high school education or higher credential - and the "have nots" - individuals with less than a high school credential - is growing (Broschart 1977, Wexler 1978, Cross 1981, Kozol 1980, Long 1983, Peterson 1979, and Powell 1979). According to Cross "...adults with less than four years of high school contribute 36 percent of the out-of-school adult population but only 10 percent of adult learners, while college graduates constitute 13 percent of the population and 31 percent of the adult learners" (1981). In presenting a profile of the

adults who are most involved in adult education activities, Cross gave the following description:

> Those taking the greatest advantage of educational offerings are relatively young, white, well educated, employed in professional and technical occupations, and making good incomes. . . . The message is quite clear that adult education is serving the advantaged classes out of proportion to their numbers in the populations. The underlined categories in Table 2 reveal blacks, the elderly, and those with part-time jobs, low incomes, and low educational attainment are not well served by adult education, as far as access is concerned (1979).

Similarly, Knox reported on a national study that showed that the those with the higher levels of education participate in adult education activities in greater numbers than those with lower educational levels.

> . . . the annual rate of participation in adult education was 3 percent for those with less than five years of schooling, 8 percent for those with eight years, 15 percent for those with some high school, 24 percent for high school graduates, 36 percent for those with some college, 39 percent for college graduates, and 47 percent for adults who had completed graduate work beyond a four year college degree (1980).

The National Advisory Council on Extension and Continuing Education has also expressed concern that socially disadvantaged and minority adults are not getting their proportionate share of educational opportunities (1979). Marcus and Havighurst in their

studies on adult participation in education found that the lack of participation in adult education was closely related to the level of one's education. The lower the level of education, the lower the level of participation (1980). Similar findings have been reported by Peterson (1979) and Gooler (1981).

The undereducated adult cannot expect much help from the private sector regarding educational opportunities because basic education, rarely, is a component of company programs (Hartle and Kutner 1979). Studies on business attitudes towards worker education support Hartle and Kutner's contention. A study done on company sponsored educational programs revealed that only 30,000 employees were enrolled in basic education courses, but 3 million employees were enrolled in higher level courses of study (Hunter and Harman 1979). The authors note that companies do not care to support educational instruction that they feel should have been provided at the secondary school level. Hunter and Harman conclude that overall adult education programs in this country primarily serve those adults who already have access to society's advantages. Peterson informs us of a survey entitled, Funding for

Education in Industry Survey, which was conducted by Lusterman in 1975. This survey, which encompassed the vast majority of all formal training programs offered by American industry, revealed that industry allocated only 1 percent of its instructional resources for "basic-remedial" type programs.

> Lusterman divides the subject matter of education and training provided by industry into four categories: (1) management development-supervisory (involving 37 percent of all employees who took in-house courses); (2) functional-technical (61 percent); (3) basic-remedial (1 percent); and (4) other (1 percent) (1979).

Calling attention to a 1977 Civil Service Commission report on training, Peterson noted that only 1 percent of the training allocation for the Commission was allocated for basic literacy skills. The major portion of the available training went for technical, administrative, and clerical skill development (Ibid). Fronzaglia, Director of Human Resource Development at Polaroid Corporation (Cambridge, MA), in an address to participants at a conference entitled, "Forum: Partnerships in Education and Training for Fundamental/Brush-Up Skills," held at Worcester State College, also acknowledged that companys are least likely to provide programs to develop basic skills. Some of the ideas expressed by Fronzaglia were made available in a report of the Forum:

> Polaroid has been a pioneer in employee education. An educational system which includes a fundamental skills program has been in place for about ten years. But employee education programs at Polaroid as in most other organizations are offered more frequently to management than to blue-collar workers. This educational programming is contributing to widening the gap between the haves and have-nots in our society (Worcester State College, nd).

The report also noted that Linda Stoker, Director of the Fundamental Skills Program at Polaroid, found trying to implement training programs for employees with the least developed skills to be more difficult than implementing programs for management:

> ...there is a disproportionate number of training programs for managers versus training for blue-collar workers. Trainers can sell almost any program in an organization if it has management written on it, but it is much harder to sell training intended for blue-collar workers (Ibid).

Of particular concern to adult educators is the fact that many undereducated adults are not being served because the monies available for adult basic education are insufficient in relationship to the overwhelming numbers of adults who are in the target population (Coles and Coppel 1982). The least educated adults also do not fare well in Massachusetts.

Nolfi in addressing the Governor's Conference on Adult Education held in Waltham, Massachusetts in 1976 made the following comment:

> Many adults with the greatest need are the least organized and the least articulate in pressing for their needs. They believe they can't afford additional education, they believe they can't succeed in additional education, and most of all they believe that the educational system is not interested in their needs and not able to serve their needs. . . . The profoundly disturbing fact is that the system of adult continuing education as it now operates, not because anybody was malevolent in its design but just by virtue of circumstance, is in fact actually to widen rather than narrow the gap between those who are well-off and those who are not so well-off (1976).

Nolfi made a number of recommendations to improve adult education in Massachusetts. All of his recommendations were subjected to certain self-imposed criteria. For example, he suggested that public investment in adult and continuing education should not supplant current private educational expenditures; however, in his opinion, public manpower funds had been used by industry to supplant industry training. It was his contention that public expenditures on adult education should be targeted to low income, undereducated adults. The need for providing this target population with information and counseling services he felt was particularly acute (Ibid).

Nolfi listed six reasons why there should be a state policy for adult education in Massachusetts and a greater public investment in adult and continuing education:

A. The first fact is that while many individuals are well served in the existing system, those at the lower end of the income, previous education and job status are not being well served, even though their needs and interests are clear.

B. The second fact that makes the case is that we spend millions of dollars to deal with the effects of social and economic dependency in welfare and unemployment payments, but we spend relatively little to help the disadvantaged, the low-skilled and the chronically unemployed to develop the skills by which they can improve themselves.

C. The third fact which persuasively makes the case is that there is a vast system of educational resources existing in this state and yet relatively little of it is directed at the job and career related interests of additional education of what appropriately are considered the social priority target clienteles.

D. The fourth fact which makes the case is that while many are unemployed, employers face skill shortages.

E. The fifth compelling fact for state action and state investment is that we have a vast educational resource which could be utilized much more efficiently.

F. The sixth compelling fact for new public policies for recurrent education is that the "re-current education system," really is quite different from the other two "systems" of education which exist and for which there is highly developed public policy and in which a lot of public money is invested (Ibid.).

Enrollment of adults in educational programs in Massachusetts is reflective of the national trend. Adults with the more advanced educational backgrounds are enrolled in greater numbers than those adults who are in the ABE target population. Commenting on public school enrollment data provided by the Massachusetts Department of Education, Pave noted that approximately 271,000 adults were enrolled in various forms of public school adult education; however, of this number, only a small minority were from the ABE target population.

> To date, adult programs in the state aimed at serving those without high school diplomas are relatively small. Federal, state and local adult education programs offering academic credit reach less than five per cent of that population, according to the department of education (1980).

Many undereducated adults have been rejected from entering federal and state entry level job training programs, both in other states as well as in Massachusetts, because they have lacked the necessary academic skills to benefit from such programs (Coles and Coppel 1982). Albert Shanker, President of the United Federation of Teachers, speaking out against the general neglect of adult education in this country, made the following statement:

> We pay a high social and financial cost for this neglect, since prison, welfare and anti-drug programs and unemployment statistics all show high concentrations of the undereducated. A majority of those in New York eligible for CETA programs can't qualify or profit from job training because they don't have the basic skills or because they suffer from language barriers (1982).

As recently as 1984, Employment Resources, Inc., the administrative arm for a Service Delivery Area (SDA), which represents 20 Massachusetts communities under the Job Training Partnership Act (JTPA), made the following statement in a request for proposals (RFP) to the twenty communities:

> Since most occupational skills training programs require at a minimum 7th grade math and English levels for participation, many economically disadvantaged residents of our Service Delivery Area (SDA) are unable to participate in training programs and to compete in primary labor market jobs thereby remaining at the bottom of existing job ladders. 37% [Thirty-seven percent] of ERI's applicants must be turned away due to their need for remedial education (1984).

In the next section, the characteristics of the undereducated adult will be explored; the facts that will be presented should serve to shed light on the importance of securing appropriate staff for working with the ABE target population. Some insight will be gained as to why uneducated adults are under-represented in the adult education coharts. The sense of powerlessness of the undereducated adult will also be documented.

Characteristics of the Undereducated Adult

Much has been written about the adult learner. Broschart cites the work of Edmund Brunner who described the characteristics of the mature learner and the concomitant teaching implications:

1. The self-concept of an adult as an individual has shifted from a dependent toward a self-directed view. Hence, according to Brunner, learning situations work best for an adult when there is a mutual teacher-learner responsibility for evaluation of educational needs, setting goals, formulating objectives, and evaluating successes.

2. Since the adult has a reservoir of life experiences, new learning should use methods and techniques for building on these experiences. Therefore, a shift away from traditional transmittal techniques - lecture, assigned reading, and the like - is called for; instead, action-learning techniques of case method, critical incident processing, discussion, simulations, and projects are apt to be more fruitful to the adult learner.

3. An adult's readiness to learn is almost always coincident with his immediate developmental task in respect to role responsibilities, as compared to the younger learner's inclination to relate learning to self-development and the discovery of personal identity.

4. Consequently, the orientation to learning differs with the adult in that his desire to learn is directly related to immediate application. There is a present orientation rather than the more youthful orientation toward the future. This implies that a shift from a subject-centered focus to a problem-centered viewpoint is appropriate for the adult. Life problems take a precedence over learning patterns involving logical subject development (1977).

While Brunner's perception of the mature learner is applicable to many adults, there are numerous characteristics not enumerated by Brunner or Broschart that are associated primarily with the undereducated adult.

Providing for the educational needs of the undereducated adult is a difficult challenge for even the most gifted teacher. ABE students vary in terms of age, sex, social and cultural background, intellect, education, perseverance, health, family responsibilities, level of income, home environment, and a host of other such factors. Despite these differences, there is a stereotyped profile of the undereducated adult that emerges from the writings in the field of adult education. ABE students, generally, lack a high school diploma. The majority have had negative school experiences and associate school with a sense of failure. While many are critical of their former K-12 teachers and feel that these teachers in some way contributed to their failure, the undereducated adult has internalized this "sense of failure" as being mostly his/her own fault. They often characterize themselves as not being too smart.

Usually, they confess to a fear of school and to a lack of self-confidence in themselves.

Curtis Ulmer, author of Teaching the Disadvantaged Adult, has written extensively on this subject and describes the disadvantaged adult as someone who is usually poor, which in many cases is the result of the educational handicap. Further, Ulmer notes that often the undereducated adult comes from a background of cultural and educational deprivation. Many such adults suffer from a lack of confidence in themselves, which Ulmer says is reinforced by their many past failures. They often exhibit a resignation to their fate, are easily discouraged, and live for today. Generally, the undereducated are unaware of community services which are available, and Ulmer suggests that they may not use such services even if they were readily available. He also notes that the undereducated tend to have a physical orientation to life. Because of the quality of their food, clothing, housing, and poor working conditions, Ulmer claims that the undereducated are more likely to become ill than their more affluent middle class and upper class counterparts (1969). In one study of the undereducated

adult, Seaman reported that "...the investigator found that on the average, the participants had seen a doctor only once in their lives and were unaware of their physical impairments" (1971).

Boone and Quinn acknowledge that the undereducated are well aware of their educational inadequacies, and they caution ABE teachers to take into consideration the anxiety and fearfulness with which the undereducated approach the learning environment (1967). The authors also claim, as did Ulmer, that undereducated adults often resign themselves to their fate and believe that they will not overcome their learning deficiencies.

> Many of the undereducated are aware of their educational deficiencies, but they may not be aware that these deficiencies could be reduced or eliminated. Frequently, the undereducated feel 'this is the way it is; this is the way it is supposed to be; there is nothing much I can do about my lot in life'(1967).

Fear of change, negative self-concepts, frequent inhibition, a lack of self-confidence in their own abilities, and a sense of helplessness are characteristics consistently attributed to the profile of the undereducated adult (Dorland 1980, Drennan 1980, Fox 1982, Hunter and Harman 1979, and The Adult Learner 1979). McKenny has succiently characterized the impact

of illiteracy on the undereducated adult's self concept:

> The humiliation and loss of self-respect which come to those who are illiterate is something we can only imagine. Illiteracy is a badge of inferiority, a disgrace which is felt by every one to a more or less degree who is victim of it. . . . (1966).

Hendrickson has enumerated 7 characteristics of undereducated adults which he feels instructors should understand:

(1) The undereducated adult is apt to be lower in scholastic aptitude than his peers who stayed in school. He therefore needs immediate success in his endeavors and a rather narrow program of study initially.

(2) The undereducated adult may be easily discouraged and tempted to duplicate his former drop-out pattern of behavior. Constant encouragement and a sincere interest in his endeavors are vitally important to his continued participation.

(3) The undereducated adult's home conditions, more likely than not, will be non-conducive to study. The home may be poorly lighted, poorly furnished, and over-populated.

(4) The undereducated adult is doubtful of his ability to learn. Quite frequently he rejected or has been rejected by the school system. It is difficult for him to rationalize a return to activities related to earlier failures.

(5) The undereducated adult uses and reacts more readily to non-verbal forms of communication. His or her vocabulary may be limited, and s/he may be forced to do much communicating on a non-verbal level. The undereducated adult is extremely sensitive to non-verbal cues and tends

to judge others by their actions more than their words.

(6) The social values and goals of the undereducated adult may differ widely from the upper and middle class values associated with teachers and schools. The undereducated adult may show indifference and even hostility toward social institutions such as schools, scouting, 'Y' organizations, etc.

(7) The undereducated adult may have more physical handicaps than his peers who continued in school (As quoted in Way and Moore 1975).

The National Association for Public School Adult Education in their handbook Adult Basic Education A Guide For Teachers and Teacher Trainers list 17 characteristics of undereducated adults which can impact on the learning process:

1. Lack of self confidence
2. Fear of School
3. Living in conditions of economic poverty
4. Probably below average in scholastic aptitude
5. Culturally deprived
6. Values, attitudes, and goals differing from upper and middle class norms
7. Weak motivation
8. Unusually sensitive to non-verbal forms of communication
9. Feeling of helplessness
10. Varying levels of intelligence
11. "Live for today" philosophy
12. Hostility toward authority
13. Unacceptable behavior
14. Reticence
15. Use of defense mechanisms
16. Need for status
17. Tendency to lose interest (1966)

Similarly, Walden provides the following list of characteristics of the undereducated adult:

The Adult Basic Education learner

1. may be very fearful of, and intimidated by, the school situation.
2. will have definite educational goals. (The potential adult learner may want to learn to read in order to pass the driver's test or want to learn to read the Bible).
3. may have been a failure or a dropout in previous school situations.
4. has a great need for a sense of dignity and a feeling of worth.
5. will have an achievement level, mode and rate of learning, and ability different from every other adult learner.
6. may have a great deal of knowledge in specific areas.
7. may be more nonverbal than verbal.
8. may be timid, unemployed, and unaware of job opportunities.
9. may possess a negative attitude toward social institutions which represent authority.
10. may have values, goals, and attitudes different from those of the typical member of the "middle class".
11. may be very fearful of competition and evaluation.
12. may have a slower reaction time and suffer some decline in sight and hearing.
13. has had a great deal of experience in living.

14. will be a part-time learner, often with heavy responsibilities at home, on the job, in the church, and in the community.

15. expects information to be relevant.

16. is a voluntary learner.

17. may come from a low socioeconomic background.

18. may be a highly successful and respected member of the community. (1975)

Several years ago, the Massachusetts Department of Education, Bureau of Student, Community, and Adult Services, funded a special project to implement homebased tutoring in an urban environment. The Bureau and the Somerville Center for Adult Learning Experiences (SCALE), the institution responsible for carrying out the project, provided educational services to hard-to-reach, undereducated adults who either could not get to an adult learning center or who chose not to do so. Bolin, the project director, reported that many of the adults served by the project often were plagued by a sense of hopelessness. She also found that those adults functioning at the lowest academic level and most in need of services were the least likely to attend classes (Bolin 1983).

The above delineation of characteristics attributable to the undereducated adult are but a few

examples of similar findings that have been reported by many researchers in the field of adult education. These findings strongly suggest that the ABE target population does not see itself as being in a power position whereupon, either individually or collectively, they can assert pressure on educational and political decision-makers to address their educational needs. Clearly, this is opinion of Gooler:

> Our society has never fully acknowledged either the size or the consequences of the level of illiteracy in America. This is due in part to the fact that those who are illiterate are also those who tend not to have the political voice needed to command attention (1981).

Writing about continuing education in Massachusetts, Levin and Slavet called attention to this same problem:

> The difficulty is that continuing education seems to fall in the interstices of power; unlike elementry and secondary education, vocational education and higher education, continuing education suffers from the fact that its outside constituencies tend to be weak and that it cannot rely on strong internal suppport within the governmental bureaucracy. --- There are two routes which can be taken to generate the necessary executive and legislative support. The first is to mobilize a coalition of constituencies outside state government. Unfortunately, most of these have relatively little political leverage. For example, resident aliens, disadvantaged adults, evening school students, university extension students, and professional adult education associations do not exert significant political power. An alternative route is to persuade the governor, legislature and key elements in relevant

> state agencies that effective continuing education is an integral part of modern state government because it yields a surplus of benefits over costs both to state government and to participating adults (1970).

While the argument "of benefits over costs" makes sense as a tactic to employ in attempting to gather governmental support for continuing education [includes concept of ABE], it is equally important for educational leaders, such as school superintendents, to fulfill an advocacy role for this population group. Unfortunately, in Massachusetts no studies have been conducted that describe the attitude of Massachusetts superintendents towards adult basic education programs and the students such programs serve. Whether or not superintendents see themselves as advocates for adult basic education students is, as of this point in time, and unanswered question.

The unique characteristics of the undereducated adult also suggest that educators and administrators who serve this target population should possess a background in the field of adult education. However, presently in Massachusetts there exists no "legal" state mandate which requires adult educators to possess either an academic or experiential background in adult

education. To be employed in a professional capacity as a K-12 teacher or administrator within a Massachusetts public school requires certification in the specific area in which one wishes to teach or administer. For example, to administer or teach within a K-12 bilingual program, specific certification requirements unique to bilingual education must be met. The fact that certification is such an accepted practice within the state would seem to suggest that school superintendents favor a certification process, at least for K-12 professional staff. However, there is no written information available which states how Massachusetts public school superintendents and/or adult education administrators view certification for adult educators. Later in this paper the issue of certification will be discussed in more detail.

The characteristics of the undereducated adult impact on the teaching process and also serve to stimulate questions about certification. But, in addition, there is widespread agreement that this target population has a social and economic impact on the state and nation.

The Social and Economic Impact of Illiteracy

Undereducated adults in the United States and in Massachusetts exact a high cost in financial, human, and social terms. T.H. Bell, U.S. Secretary of Education, has claimed that adult illiteracy is a significant factor in unemployment and crime (Boston Globe 1983). Studies involving crime and prison support Bell's contention. Anderson and Niemi commenting on this association noted that the educationally disadvantaged are more often to be found in prison than individuals who are more highly educated. Citing studies of the Ohio State Reformatory and the Texas prison system, they presented the following statistics:

> 73 out of 142 inmates were unable to register an achievement score equivalent to grade one. The mean educational grade achievement was 1.97, and three-quarters of the inmates achieved a grade of 4.3 or less. In Texas, 55.6 per cent of the prison population was classified as functionally illiterate because of an educational achievement of grade five or less (1969).

In 1978, Wexler reported that the overall functional illiteracy rate for the United States prison population was 96 percent (1978). Using 1970 census data, Hunter and Harman reported that 75 percent of all

prisoners over the age of 25 had not completed high school and approximately 35-42 percent had only an eighth grade education or less (1979). A similarly high relationship between undereducation and prisoners was described by Brasel. Writing about the inmate population of the Kansas State Industrial Reformatory, he stated that 80 percent of the prison's inmates had not graduated from high school (1979). According to McCollum, "Prisoners throughout the country share certain characteristics: they are generally poor, unskilled, and undereducated. . . . The average federal prisoner reads at the seventh-grade level and functions academically at the ninth-grade level. Most lack a legally marketable skill" (1980).

Over 41,166 individuals are in Massachusetts state prisons. The majority of these inmates are academically functioning below the 12th grade level. Thirty-three percent have been classified as functioning below the 8th grade level (Nickse 1983). A typical inmate in the Massachusetts correction system has been described as follows:

> . . . a 25 year-old male, with an uncertain educational background, limited marketable skills, and few positive work experiences. He completed no more than 10 high school grades and functions 2-3 grade levels below that. He is likely to be poor, having earned less than [$] 10,000 in the year prior to arrest (Ibid).

Ashe, the Sheriff of the Hampden County Jail and House of Correction, which is located in Massachusetts, has stated that 80 percent of the Hampden prison population do not have a marketable skill and lack a high school diploma (1984). Fox described the nature of the problem succiently when he said, "Nonreaders are more than just an embarrassment to our educational system. Many rapidly graduate from being school drop-outs to jail and social service drop-ins" (1982). The cost to the nation of these "drop-ins" in terms of money and concern cannot be dismissed lightly.

It costs the public 6.6 billion dollars per year to maintain the illiterate population that is incarcerated in our nation's prisons (Wellborn 1982). Similar findings have been reported by Kozol (1980). The financial impact of crime; however, may be of secondary importance when one considers the impact that crime has on the environment in which people live. A 1983 Gallup Poll entitled "Gallup Poll Surveys Crime Fears" revealed the following information:

> Forty-five percent of Americans were afraid to go out alone at night within a mile of their homes. . . . . The poll said 76% of women in urban areas feared walking alone at night in their neighborhoods. Sixteen percent of Americans felt unsafe in their own homes at night. . . (Facts On File 1983).

The Ad Hoc Advisory Committee on Adult Continuing Education, quoting statistics from a report entitled The Costs To The Nation of Inadequate Education, provide the reader with figures that reflect personal income and tax losses due to illiteracy.

> The failure of 3.18 million American men between the ages of 25 and 34 to graduate from high school will cost them $237 billion in lost personal income and result in a loss to federal, state and local governments of $71 billion in tax revenues (1972).

Wellborn has also commented upon the relationship between poverty and illiteracy, which he claims is clearly discernible in the income level of the undereducated. He reports that 40 percent of the adults with incomes under $5,000 are functionally incompetent. However, only 8 percent of those adults with incomes of $15,000 or higher were given the same classification (1982). Segalman and Basu are concerned that the gap between mainstream America and the residual poor is growing, and worse, the condition of economic poverty is passed from generation to generation.

> Residual poverty is defined as the condition of a person/family who remains under poverty through a continued period of time. Most often, the poverty is transgenerational for this population. Their

> children, and even in some cases their grandchildren, are subsidized by welfare grants. Most of these transgenerational poor are governmentally supported under the welfare classification Aide to Families with Dependent Children (AFDC) (1981).

These same authors claim that, researchers have indicated that this transgenerational population group represent 20 percent of the nation's welfare recipients.

The Massachusetts Department of Public Welfare implemented an Employment and Training (ET) program (also referred to as CHOICES) in 1983. The objective of this program is to provide education and skill training to 50,000 welfare recipients in order to prepare them to get jobs. It is estimated that such a reduction in welfare dependency will result in saving taxpayers approximately 150 million dollars (Massachusetts Department of Welfare, 1985). The majority of Massachusetts' welfare recipients lack a high school diploma.

Sherman A Swenson, Chairman and Chief Executive Officer of B. Dalton Bookseller Company, placed the nation's cost for adult illiteracy at $225 billion dollars. This figure represents the estimated lost in industrial productivity, unrealized taxes, welfare,

prisons, crimes, and other such cost factors (1983). Similarly depressing statitistics have been reported in Work America.

> Seventy-five percent of the unemployed have inadequate reading and writing skills. Eighty-five percent of the juveniles that go into court are functionally illiterate. Those who have less than six years of school are four times more likely to end up on welfare (As reported by Clearing House on Adult Education 1984).

According to Susan Freireich, of the International Institute of Boston, a study of refugee unemployment in Massachusetts revealed that "...85% of unemployed refugees in Massachusetts were found to have poor English skills" (Update 1984).

Illiteracy also impacts negatively on the military services of the United States. One navy recruiting district reported that only one out of ten potential recruits passes the navy's examinations. The high failure rate was attributed to the poor reading skills of prospective recruits (Hunter and Harman, 1979). Kozol has quoted figures put forth by Senator George McGovern which reveal that as many as 30 percent of U.S. Navy recruits have academic skills so deficient that they constitute a danger to themselves and to expensive navy equipment (1980). And, Norton has

reported that the U.S. Army refers 27 percent of their enlistees to remedial reading classes because they can't read the manuals necessary to properly use the army's technical weaponry (1982). In 1983, the National Task Force on Education and Economic Growth, a group consisting of governors, business leaders, and other important leaders, issued a report on the American education system. In part, the report called to the public's attention deficiencies in the American educational system which they claimed "...threatened the military, economic and social well-being of the U.S." (Facts On File 1983).

A number of writers have called attention to the negative influence that undereducated adults can have on the education of their children. Studies have been conducted in an effort to determine causal factors which may help in identifying potential dropouts from our nation's public schools. Some factors cited by Howard include the following:

- Inability to read at grade level
- Frequent absenteeism
- Lack of participation in extra curricular activities
- A rebellious attitude toward teachers
- Disrupting the classroom
- Emotional disturbances related to the home environment
- A pattern of failure in schoolwork (1972)

In addition, he stressed the importance of the child's home environment and the educational level of the parents as two extremely important factors that also need to be considered.

> Home factors also bear heavily on the dropout. The most pertinent ones: if his father is unskilled or semi-skilled; if his mother is not a high school graduate; if communication between home and school is poor; and if his home is relatively unstable. The Colorado experience, borne out in many other studies, shows that home stability and parental interest, encouragement and support are important differences between graduates and dropouts (1972).

Fantini and Weinstein in a major work on the disadvantaged and education strongly emphasize that poverty and the minimal educational level of the disadvantaged affects each succeeding generation.

> The way parents teach and what they teach is undoubtedly influenced by their own formal education. . . . the results of different educational attainments of parents are reflected in their influence on their children right from birth (1968).

More recent research by Harman and Hunter supports the conclusion reached by Fantini and Weinstein:

> Simply put, poor parents are likely to have less schooling than well-to-do-parents. Their children, in turn, have less schooling than the children of the middle and upper classes, and less potential for upward social and economic mobility (1979).

Peterson has also stressed the importance of the family. He maintains that the family is the most influential factor in the development of independent lifelong learners. Without learning families, he claims the possibility of creating a learning society is quite removed (1979). In a History of the Adult Education Act, Wood warns the reader that the negative experiences of the undereducated adult results in a sense of defeatism and despair which impacts on the family. The degree of impact is such that the cycle of illiteracy and poverty are repeated with each generation (National Advisory Council on Adult Education 1980). Reed has noted a number of conditions that contribute to the difficulty that minority students experience in public schools: the low expectations that school staff hold for minority students, the inequities that exist in the financial support given various school systems, and the failure to provide a curriculum that meets the student's needs. He also calls the reader's attention to the environmental impact that the home can have on a student's performance in school.

> The family is important in the formulation of students' apirations, values and attitudes. Those aspirtions, values and attitudes which are consonant

> with those of the school, are rewarded; those which are not are punished. Middle and upper SES families who have experienced success are able to help their children formulate appropriate attitudes, values and skills. Through other out-of-school opportunities, these parents also encourage social and academic processes which facilitate school achievement (Davis, 1948; Gordon & Wilkersoon, 1966; Reed, 1970). Further, educational success is closely linked to family background and income. Higher levels of income and parental education are positively associated with higher levels of students' academic success. . . (1975).

In a study conducted by Fraser which explored the relationship between socioeconomic status (determined by parental occupation) and student proficiency on inquiry skills used in the learning of science, Fraser found that socioeconomic status did have an impact on student performance. He concluded that "...lower levels of inquiry skill proficiency among students of lower socioeconomic status ultimately could hamper progress toward achieving other aims of science education" (1981).

Many adult educators have suggested that the enrollment of undereducated adults in ABE programs not only serves to help the adult but also serves to have a positive impact on the education of their children. David in decribing an adult high school diploma program developed for the New Bedford Public Schools located in

New Bedford, Massachusetts did cite such an impact as one of the positive aspects of his program (1979).

Concern has also been expressed over the growing number of undereducated and illiterate adults and the influence that an uninformed electorate can have on the democratic process of government. Schenz claims that a significant number of the undereducated adult population are ill equipped to fulfill their civic responsibilities as citizens (1963). The need for an educated and informed citizenry in a democratic society was stressed at a national adult education conference sponsored by two of the leading adult education associations - the Adult Eduation Association (AEA/USA) and the National Association of Continuing Adult Educators (NAPCAE) (Gross 1977). The Council of Chief State School Officers and the National Congress of Parents and Teachers have both stressed the role of adult education in maintaining our democratic process.

> The responsibility of providing for continuing adult and community education can be assumed by public agencies since society depends upon the maximum contribution of each citizen to maintain and extend our free system of government (American Association of School Administrators, et al. 1975).

In his writings, McKenny has stressed the importance of a literate electorate as a necessity to the democratic way of life.

> But there is another consideration which impels us forward in the effort to eradicate illiteracy, and that is patriotism - our interest in the stability and perpetuity of our political and social institutions. . . . The government of this mighty nation is in the hands of the people. Public opinion elects our officials and controls them while in office. The ballot is at once the hope and the menace of all democratic nations. It is a savor of life unto life or death unto death. An ignorant ballot is a menace and a threat, an intelligent ballot is a well-placed stone in the foundation of the republic. A voter who can not read is necessarily a prey of the demogogue and the political and social profiteer. . . . In the old New England days the town meeting was the forum of public discussion and through such discussion the intelligent though illiterate man could become informed on public questions. That day is gone forever and the printed page in book or magazine or daily press is the source of information. A voter who can not use the printed page can not hope to be informed and consequently is a dangerous voter. The country can not safely perpetuate him.
>
> Illiteracy is a social blight and the resources of the state should be pledged to its removal. A matter of such general concern should not be left to philanthropy. A state program administered through the office of the state superintendent of education is the sound and approved method of procedure (1966).

The Massachusetts Board of Education has also recognized the need for adult education and its importance in helping to maintain an educated voting public. In 1980, the Board proposed legislation which

would address the educational needs of the Commonwealth's adult population. In a draft of the proposed legislation - An Act Providing For A Uniform System Of Adult Education, Section 1., the Board made the following statement:

> Substantial numbers of adults in the Commonwealth have not received a high school diploma. Many other adults need assistance in preparing to become citizens. Basic education for all residents in the form of high school level education and citizenship training is essential for an informed citizenry able to benefit from community resources, and to participate in public affairs and the democratic process. Accordingly, this act provides for state assistance to programs of basic educational attainment to encourage school committees to make such programs available to residents of their communities (1980).

As America has moved towards a more technological economic structure, concern over the undereducated adult has begun to be expressed. Many writers have addressed the issue of change within American society. But none have created a greater awareness of change and its impact upon society than has Alvin Toffler. Toffler uses the term "future shock" to describe the ". . . premature arrival of the future". More specifically, he defines future shock as a

> . . . time phenomenon, a product of greatly accelerated rate of change in society. It arrives from the superimposition of a new culture on an old one. It is culture shock in one's own society (1970).

Toffler states that most advanced nations have gone through two basic stages of economic development - the agricultural and industrial. He further claims that the advanced nations of the world have entered a third stage which he refers to as "super-industrialism". This third stage he characterizes as being primarily a service economy, highly technical, and staffed by white collar and professional people. The need for blue collar and manual laborers in this third stage of economic development, according to Toffler, will continue to decrease. To help adults cope with "super-industrialism", Toffler suggests that provision must be made for lifelong learning opportunities.

> The rapid obsolescence of knowledge and the extension of life span make it clear that the skills learned in youth are unlikely to remain relevant by the time old age arrives. Super - industrial education must therefore make provision for life-long education on a plug-in/plug-out basis (1970).

This decline in the need for manual laborers and blue color workers has also been noted by Leona, who claimed that in 1983 ". . . less than ten percent of all new job opportunities are for unskilled labor." This figure becomes even more significant when we realize that in 1900 ". . . ninety percent of all jobs in the

United States required no more than a grade school education" (1983). Segalman and Basu report that the elimination of unskilled jobs will increase due to the continued expansion within the American industry of automation and cybernation. They also indicate that the residual poor in this country will find it increasingly difficult to cope with this condition because training opportunities have been inadequate or inaccessible (1981). Cross citing data produced by the Aspen Institute for Humanistic Studies indicates that ". . . half of the American payroll goes for the manipulation of symbols rather than the production of things. . . " (1981). The rapid change towards a more technological society is also noted by Naisbitt. In the transition from an industrial society to an information society, Naisbitt calls to attention one estimate which claims that ". . . 75 percent of all jobs by 1985 will involve computers in some way - and people who don't know how to use them will be at a disadvantage" (1982).

Young also perceives the forthcoming future as one filled with constant change; and like Toffler,

Leona, and Naisbitt he paints a bleak picture for those unable to cope with an ever changing environment.

> For a person to be able to survive in a world which has instant communication, constantly changing environment, new interaction between people and systems, new technology, the individual will have to have internal stability and a positive self-concept, a sense of who he is, a sense of control of what is happening to him, and some mission. Otherwise, the world twirling around will destroy him. There will be alienation, more separation. . . . Jobs will be changing rapidly and people will have five, six, ten jobs during their entire lives (1979).

The National Advisory Council on Extension And Continuing Education in their Tenth Annual Report stated that "...continuing education has become a prerequisite for getting jobs, holding jobs, or changing jobs" (1976). Others have been equally forceful in their attempts to bring to the attention of the country the inherent danger to the American economy of a significant undereducated adult population. Gary Eyre, Executive Director of the National Advisory Council on Adult Education, in a letter directed to Congressman William Natcher regarding proposed cutbacks in the 1983 federal funding for adult education made the following remarks:

> Study after study, report upon report give evidence that 53 million adults over the age of 16 have not graduated from secondary education, and 21 million are illiterate. I do not believe we can afford

adult illiteracy in this era of high technology. . .

> We cannot build a high quality economy with low quality components. In many cases, that is precisely what we Americans are trying to do when it comes to the most important component in any economy - the quality of the work force. Functional illiteracy seems to be increasing among both those who dropout of school and those who finish. The numbers leaving the elementary and secondary schools coupled with the millions of adults who can't read or write or use basic computation skills impair our ability to produce goods, provide services, and compete in the international marketplace. The American economy will not prosper without a continued and expanded effort to upgrade adult education. We must be concerned with the human component if we are to have economic success (1982).

Boone (et al) mirror the concerns noted by Eyre - ". . . the enormity and complexity of contemporary society's changing needs and interests demand continuous and comprehensive lifelong education. Adult education, therefore, may be perceived as one means by which society assists adults in gaining the knowledge and coping skills needed to adjust to the various role changes required in adult life" (1980).

In Massachusetts, the problem of the undereducated is of concern to members of the business and industrial community. A news article written by Machlis provided some insight into this problem. She reported that 20 percent of the job applicants applying for security positions with the First Security Services

Corporation in Framingham, Massachusetts are rejected primarily due to either a reading or writing problem. At the Raytheon Corporation in Waltham, Massachusetts, she was informed that 20 percent of the job applicants can't meet company standards in completing the job application form. The president of Opportunities Unlimited in Framingham, an employment agency, reported to Machlis that many of the people registering with the employment agency cannot write properly (Machlis, 1983).

Funding For Adult Education

> Historically, adult basic education has been under-funded on a federal, state, and local level. We have betrayed our nonreaders and ought to try to make up for it. Instead, basic-skills training and adult education are frequently the first school programs to feel the budget axe, many times for political reasons. Programs outside the schools that deal with illiteracy are also short-changed. They simply are not getting the money they need. The federal government, the chief source of help, spends only about $2.00 a year for each illiterate adult, not even enough to buy a good workbook (Fox 1982).

Federal expenditures for adult basic education, according to Kozol, are only sufficient to reach fewer than four percent of the target population (1980). A similar statistic was reported by Cross. She informs

us that the federally funded ABE program, the largest program to combat adult illiteracy in the nation, in 1976 enrolled only two to four percent of the eligible target population (1981). This situation existed, according to Cross, even though there had been more than fifty reports issued by various groups and institutions since 1970 that advocated increasing the effort to meet the needs of the undereducated adult (Ibid.). The United States Department of Education's, Office of Program Evaluation, in a 1980 published report entitled Executive Summary: Assessment of The State-Administered Program of The Adult Education Act indicated that the 1979 average national educational cost per ABE participant (combining federal and local monies) was forty-six ($46.00) dollars. The report also revealed that only a small percentage of the target population in need of services was being reached (1980). In a two page fact sheet entitled On Literacy released in 1983, the U.S. Department of Education once again called attention to the limited number of uneducated adults who were being served by the federally funded ABE program. According to the fact sheet, the ABE program

in 1981 was only reaching approximately 3 percent or 2.3 million out of a total of 61 million adults who had been identified by the 1980 census as being undereducated (1983).

In addition to concerns raised about the minimal level of funding provided to ABE programs, adult educators, for years, have had to cope with the uncertainty of funding. Rauch claims that, "Government monies have turned out to be on-again-off-again from one year to the next, and have been a pittance in terms of the total adult education that has to be provided for our poor" (1972). Beder has also called attention to the funding problems of adult education.

> As Clark (1958) and others have pointed out, adult education agencies tend to experience considerable financial insecurity. For elementary and secondary education, which are legally mandated, having basic operating funds is rarely an issue. Yet in the field of adult education, decreases in public funding have decimated entire programs. In the 1950s, for example, public school adult education in California was nearly strangled by severe cutbacks in state support, and adult education programs in New York City were severely harmed by the withdrawal of municipal support in 1976. The specter of financial disaster is always with us (1979).

Often times public funds that are available for adult education are not available on an equal basis throughout the country. Some states are more willing

to expend money for the education of the undereducated adult than are other states. For example, a study conducted on adult education in 1978/79 by Columbia University staff revealed that:

> The 50 states spend about a half billion dollars per year on adult education. Better than half that amount, however, is spent by just five states: California, Florida, Michigan, North Carolina, and Washington. On the other hand, several large-population states, such as Pennsylvania, Ohio, and Massachusetts, allocate relatively little of their education budgets to adult education activities (no author, reported in Phi Delta Kappan's Newnotes, 1982).

Public support for adult education is of primary importance to adult basic education programs because the majority of the ABE target population are least able to pay for educational services. Research by Cross suggests that even minimal course fees would act as a barrier to participation in adult education courses by the undereducated - ". . . a course fee of more than about $50.00 would cause the "barrier flag" to be raised for a majority of potential learners . . . and that such a fee would work a special hardship on the young, ethnic minorities, women, and the educationally and economically disadvantaged" (1979). Wexler reporting on a 1978 adult education conference sponsored by the Adult Education Association of the

U.S.A. quoted participants who felt that the educational policy in the United States was still primary designed to serve youth and that this focus resulted in ". . . financial inequities for adult learners" (1978). Likewise, Meade acknowledged that the educational focus in this country has been on the young and that adequate attention to adult literacy has been lacking:

> The level of literacy of adults in the United States is a matter that has sometimes been overshadowed by our nation's concerns with the schooling of its young. Surveys addressed to the subject have come and gone, having little impact in a country that prides itself on, its information systems, and its relatively high rate of its educational programs, and its relatively high rate of literacy. Programs to provide literacy training for adults abound, and many of them are quite good. Yet it has become increasingly clear that these reach only a small fraction of the adults in need of basic literacy skills (Foreword to Hunter and Harman 1979).

Because adult education serves to promote equality, Beder is of the opinion that ABE programs should be subsidized by public funds under the ". . . equalization-of-opportunity principle" (1979).

The lack of adequate funding has a negative impact on ABE programs. Drennan finds that nine to twelve hours of instruction per week is necessary in order for limited English speaking students to make

effective progress in learning English. She notes, however, that most ABE/ESOL programs are part-time programs offering many fewer hours per week (1980). The part-time nature of ABE programs and the minimal hours offered are, in most cases, directly related to inadequate funding. Inadequate funding claims Drennan also results in a lack of sufficient number of counselors in ABE/ESOL programs who are trained to work with disadvantaged adults. This latter condition is particularly detrimental to illiteracy programs, since many of the target population are very much in need of counseling services. Another interesting observation about funding by Drennan is worth noting. She finds that some adult administrators who are successful in obtaining federal funds sometimes fail to utilize the funds for the purpose the funds were granted. For examble, she states that federal funds allocated for demonstration projects are often used by adult education administrators to defray regular, on-going program costs. She believes this occurs because the administrators, lacking adequate funding, are hard pressed to meet ongoing expenses via their non-federal funding sources.

The most recent programs designed to help eliminate adult illiteracy are the National Adult Literacy Initiative, the Coalition for Literacy, and the Business Council for Effective Literacy. Brightman reporting on the National Adult Education Conference and the above named national literacy efforts made the following comment in a recently published article:

> All of the programs rely heavily on volunteer instructors and on voluntary contributions. Everyone at the conference welcomed the help of these orgranizations and the publicity they have generated and will generate. However, more than one administrator opined that a real dent in illiteracy would be accomplished only by having a lot more teachers paid from public funds. That view is shared by this writer (1984).

Federal funds for ABE programs in Massachusetts have also been limited. The lack of adequate funding to meet the educational needs of the Commonwealth's undereducated adults was stressed in a 1977 letter sent to public school superintendents and adult education administrators by Mr. Harold McNulty, who at the time was Director, Bureau of Adult Education and Extended Services of the Massachusetts Department of Education. In his letter, McNulty made the following statement:

> Although the federal appropriations under Title III ABE has had a slight increase of $2.5 million nationally in the amount of $80.5 million for FY 1977, this amount falls far short of the amount needed as increasing numbers of adults are returning

> to the "basics" in view of the high unemployment, layoffs, and the steady decline of the labor market for job opportunities (1977).

A year following McNulty's comments, Dr. Richard Fox expressed his concern over several issues in adult education, including funding. In 1978, the White House administration was advocating the merger of the National Advisory Council for Adult Education (NACAE) with the national advisory councils on community and vocational education. Dr. Richard Fox, President of the Massachusetts Association for Public and Continuing Education (MAPCAE), had recently returned from a meeting of adult educators in Washington, D.C. In a letter to the MAPCAE membership, dated February 2, 1978, Dr. Fox encouraged Massachusetts adult educators to speak out against the proposed merger on the grounds that the field of adult basic education had little visible representation in Washington and that the demise of NACAE as a distinct entity would only serve to more severly reduce the already limited recognition of adult education in Washington. Dr. Fox also warned MAPCAE members of the necessity to communicate to congressional representatives regarding funding for ABE programs:

> We are under fire, as usual, but right now it is especially deadly, as new legislation is being written that will affect ABE programs until FY 1983! Most of the educational programs that receive federal dollars will experience some increase in funding. This is not currently the case for adult education! . . .
>
> Remember, adult education occupies a peripheral position relative to the rest of American education. It is considered to be a low priority use of federal education funds as compared to other federal education programs (1978).

In 1982, funding of ABE in Massachusetts was once again an important issue. Kathy Atkinson, Director of the Bureau of Student, Community and Adult Services for the Massachusetts Department of Education, indicated that the 1982/83 federal ABE funding allocation to Massachusetts was to be cut by 14% (Update, 1982). Concern by adult educators and ABE students resulted in a task force of Massachusetts adult educators, representing communities from across the Commonwealth, whose objective was to petition both the President of the United States and the Congress in an attempt to prevent the proposed federal ABE funding reductions. Fifteen thousand Massachusetts citizens signed the petition (Update, 1982).

Until recently no state money was available for ABE programs. Massachusetts' Commissioner of Education, Dr. John Lawson, in an address to the

Governor's Conference on Economic Development indicated that the Massachusetts Department of Education would do more in the area of adult education and job retraining, if there were more money available:

> 'We would do more,' the Commissioner said,' if we had additional resources - especially if they were state discretionary dollars.' The only discretionary money is federal, he explained, and is 'very restricted in how and for what it can be used' (Reported in Update 1983).

In a recent study of Massachusetts ABE Programs, the ABE directors expressed fear that funding cuts would either reduce or eliminate their programs. Funding was seen as one of the major problems confronting Massachusetts ABE programs (Nickse 1983). This fear of Massachusetts ABE directors is justified.

Throughout the nation public school systems have been faced with declining financial support (Berman 1981 and Cuban 1976). This national trend has also been felt in Massachusetts. The recent passage by the state legislature of Proposition 2 1/2, placed a tax ceiling on local property taxes. Many cities and towns had to reduce their local taxes significantly in order to meet the state mandated tax limitation level. The impact of this tax measure on public education has had

a devastating effect. A report on the impact of Proposition 2 1/2 showed that

> . . . school expenditures dropped $136,000,000 during the first year of 2 1/2 or a 5.5 percent decrease . . . . Seventy-one percent of school districts suffered school budget cuts and, although enrollment during this period declined by 50,000 pupils or 5 percent, full-time teaching positions were reduced by almost 7,800 or 12 percent (Commonwealth Newsletter 1983).

Many adult educators have voiced their concern over the lack of sufficient financial support for adult education. They have been particularly concerned about the recent attempts of the federal government to consolidate the federally funded ABE categorical grant program into a block grant which would be disbursed at the state and local level. This effort to eliminate the categorical grant status of ABE has not been supported by the majority of adult educators and adult education associations. Coles and Coppel clearly reflect the views of many adult educators.

> One reason for the continuation of widespread illiteracy is that from the time of its initial federal funding in the mid-1960s, adult literacy allocations have been only a fraction of the funds needed to combat the problem (1976). The recent cutbacks have underlined further inadequate federal support. In 1981 adult literacy funds were slated to become part of the state educational block grants, a move that would have left the states virtually no funds for adult education since there would not have even been enough money for mandated children's educational programs. At the last

> minute, adult literacy was saved by the skin of its teeth when it was funded as a separate category. Nonetheless, the funds were reduced and future funding remains uncertain (1982).

Jordan has written that the block grant concept will result in the withdrawal of the federal government from its rightful responsibilities and a return to ". . . a resurrection of the discredited concept of states rights" (1981). Under the block grant concept he feels all social welfare programs, including education will experience funding reductions; or worse, these programs may face the possibility of being eliminated entirely. Jordan strongly suggests that poor people, particularly the black minorities, should oppose the block grant process.

> . . . we must prepare for the even tougher battle against block grants and the surrender of Federal programs to the states. Some states can be relied upon to insititute and administer programs for the benefit of the disadvantaged. However, the historical record, and the record of the current urban block grant programs, clearly demonstrates that many would abuse the rights of the poor.
>
> Some state and local authorities make a persuasive argument for putting control of programs closer to the people they serve, but local authorities are far more vulnerable to local power structures and voting blocks that would end those programs (1981).

Efforts have also been made by Washington officials to consolidate the ABE categorical grant into

the federal vocational grant. The National Association of Public Continuing Adult Education (NAPCAE), one of the largest professional adult associations in the country, in 1982 urged adult educators to fight the proposed consolidation of ABE into the federal vocational grant. NAPCAE's legislative chairperson, Judith Koloski, indicated that the proposed consolidation of ABE and vocational education would reduce federal funding for ABE to 65 million down 21.4 million from the 1982 funding level of $86.4 million (Koloski 1982). She also stated that the Council of Chief State School Officers was opposed to any consolidation of the ABE grant. Adult educators have expressed fear that should the ABE grant lose its categorical status and be incorporated into the block grant or vocational grant, ABE funds would either be eliminated entirely or significantly reduced.

Nancy Hill, Vice Chairman for the National Advisory Council on Adult Education, indicated that the Council favored the White House administration's position which was to consolidate ABE with vocational education. However, Mrs. Hill acknowledged that the national adult education associations and the majority

of the adult educators that she had communicated with opposed any consolidation for fear that ABE programs would lose their funding (1983).

The position of many adult educators was reflected in a report issued by the National Advisory Council on Adult Education (NACAE). The report clearly recognized that adult educators did not support the consolidation efforts put forth by the White House administration and supported by NACAE Council.

> . . . the Council drafted and disseminated a survey to state directors, as well as to other professionals and volunteers in the field of adult education, requesting their opinions, suggestions, and alternative proposals. The more than 120 responses were categorized and assigned to the appropriate Council committee for further study. The Council's Governmental Relations Adult Legislation Committee and Program Effectiveness and Evaluation Committee analyzed those responses which dealt directly with S. 2325, the Consolidation Bill of 1982. Eighty-three percent of those responding to the survey were opposed to the Consolidation Bill as introduced (1983).

And, further on in the report, the stated fear of adult educators was acknowledged:

> . . . the Consolidation Bill of 1982, S. 2325, . . . deleted the term 'adult basic education' entirely. Respondents to our survey had repeatedly stressed that adult education would be subsumed under vocational education, funding for adult education was not protected, and the emphasis in S. 2325 had shifted from adult basic education programs to programs of continuing education.
>
> Another oft-stated concern was that adult education students would be programmed into

> vocational education curricula rather than allowing them the option of pursuing their formal education (NACAE, 1983).

The concerns expressed by adult educators about consolidation are not without justification. The Education Consolidation and Improvement Act of 1981 combined thirty K-12 federally funded categorical programs into a block grant to the states (Massachusetts, Department of Education, 1981). While the state and local agencies must use the funds for those program areas that were collapsed into the block grant, there is no obligation to fund all such program areas. Thus, legally the state or local agency could decide to fund only one program area and deny use of the funds for other former categorical programs. Given the minimum financial commitment that both the state and the public schools have made towards adult basic education in the past and the sense of powerlessness of the ABE target population, it is not unrealistic to assume that the lost of categorical grant status could be detrimental to the future funding of ABE programs.

When the White House administration's budget for 1984 was submitted to Congress on January 31, 1983, the consolidation of the ABE program with vocational

education was once more suggested. In addition, the budget called for reducing the funding for vocational and adult education by $324 million dollars, which was a higher percentage cut than other cuts in health, education, and human services (Eyre 1983).

Despite the overwhelming evidence that ABE programs lack sufficient funding to meet the educational needs of the country's undereducated adult population, any immediate increase in funding from Washington is unlikely to occur. Terrel H. Bell, U.S. Secretary of Education, in an address before adult educators made the following statement:

> Before closing, I would like to address two issues about which I believe there is some controversy. The first is the authorization of appropriations. Our bill would authorize $100 million for fiscal year 1985, the same as our budget request and also the same as the 1984 appropriation, and 'such sums as may be necessary' for fiscal years 1986 through 1989. We have been asked if we could endorse a 1985 authorization at a higher level. We cannot. $100 million is a fair and sufficient 1985 budget level for adult education and we see no reason to amend the president's budget request. The request for future years may be higher or lower, but it will be decided on the basis of program needs in relation to other demands on federal resources (1984).

The past record of the federal government and the more recent statements on funding by Secretary Bell strongly suggest that public school adult educators

must of necessity continue to be concerned about federal funding, and they must work towards improving funding on both a state and local level.

The task, however, will not be easy. Given the fiscal restraints that Massachusetts' cities and towns are now forced to operate under, funding of all governmental departments comes under close observation, particularly school budgets. It is important, therefore, to understand how public school superintendents feel about adult basic education funding and from what sources they think such funding should be derived. It is also important to know what public school superintendents feel should happen to ABE programs, if the federal ABE funds were either significantly reduced or eliminated entirely. Would public schools continue to support programs designed to meet the needs of the Commonwealth's undereducated adults or would the adult basic education programs be eliminated or reduced significantly? If superintendents do not see funding increases for ABE provided at the local level, would they work to change state legislation so that more state money is made available for the education of the undereducated adult?

Answers to such questions would serve to help adult educators plan for the future.

Interagency Cooperation and Community Development

One of the themes that has gained strength in both the professional and popular literature has been the movement towards cooperative effort in the implementation of strategies to solve society's educational, employment, and social problems (Liebertz 1983 and Worklife Transitions 1981).
UNESCO in establishing a five year plan to combat illiteracy recognized the necessity to tie illiteracy programs into economic and social development plans. The UNESCO organization clearly saw that literacy efforts had to be designed to help undereducated adults prepare to effectively function in his/her social, civic, and economic roles.

In their research on adult illiterates, Hunter and Harman utilized four categories to classify the undereducated adult. The least educated, and the ABE target population that adult education programs have the most difficulty in reaching, they assigned to

groups 3 and 4. Speaking of these groups, they called to the reader's attention the important role that community development can and should play in the war against adult illiteracy.

> Group #3 and #4 have many unmet survival needs that are for them even more basic than functional literacy. Literacy alone does not appear to offer immediate rewards in their most critical areas of need: employment, decent housing, health care, public services, and communities that are livable. For this reason, our recommendations laid heavy stress on community development as the means whereby groups #3 and #4 can begin to meet their basic needs. As neighborhoods are restored, the people who live there gain more control over their own lives and the need to use skills in [is] increased. Job training is not very successful in a vaccuum. It must be visibly related to available jobs or to activities within the community that will keep money in the community where it is most needed. We see education as a function of community building not as a separate activity (1980).

Boone has also emphasized that any attack on adult illiteracy, to be effective, cannot be divorced from other problems that confront the adult illiterate. It is his contention that the basic needs of the undereducated must be addressed before one can expect the undereducated to improve academically.

> Most of them [the undereducated and disadvantaged adults] are incapable of coping adequately in society. Although they might subscribe to the Protestant work ethnic, employment of any type is often beyond their grasp. If effect they have no opportunities, and this has a debilitating psychological impact on them. Among these persons, efforts at self-improvement must be postponed until

> their basic needs are at least partially satisfied. As a consequence, the simple requirements of maintaining existence obscure any aspirations they might have for the future (1980).

The expectation that adult literacy programs can unilaterally solve the nation's illiteracy problem has been criticized by Drennan.

> . . . the expectations of various strata of legislative personnel that ABE/ESOL, with or without a vocational skills component, should result in profound individual, social, and economic changes in the absence of other reforms in society is probably even more stultifying to reasonable ABE/ESOL program development than the 'literacy -is-a-certain-grade-level' school of thought (1980).

Drennan suggests that ABE/ESOL programs should be combined with other programs, such as, high school equivalency programs, welfare programs, and work training programs. She claims that the separate administration of these programs by local and federal governments contributes to ABE/ESOL program isolation.

The Task Force on Urban Education in considering the problems of education in urban areas called for a master plan of education which would address the needs of all citizens - youth and adults. The Task Force also recommended that the effective implementation of such a plan would necessitate addressing other urban problems in such areas as housing, employment,

recreation, and health (Task Force on Urban Education, William C. Riles, Chairman, 1970). This recommendation is consistent with the research findings of Anderson and Niemi:

> The differences between the disadvantaged and other members of society are such as to suggest that a distinctive sub-culture of poverty has developed within the dominant culture. The crucial factors conducive to the development of a disadvantaged sub-culture lie in the nature and structure of the economic system through which the resources of society are used and distributed. Thus, sub-standard housing, inadequate public services, limited employment opportunities, and low incomes contribute to the formation of a poverty group. At the same time, certain social characteristics of those in the poverty group influence their perception of and response to such economic factors (1969).

Segalman and Basu have found that welfare measures designed to ameliorate poverty have not worked; and worse, welfare programs have created what they term "transgenerational poverty". They strongly suggest that ". . . a multistep pattern of assistance and services needs to be formulated for welfare, housing, education, and employment", if the gap between the poor and those in the American mainstream is to be narrowed (1981).

Coles and Coppel enumerate three reasons why literacy programs have not made a significant impact on reducing adult illiteracy: 1) The funding levels to

combat adult illiteracy have been insufficient in relationship to the scope of the adult illiteracy problem; 2) At the local level, community residents are not fully aware of the extent of illiteracy within the community and its general impact on the community; and 3) The response to adult illiteracy has been one dimensional. Because Coles and Coppel believe that the nature of adult illiteracy is multidemensional, they suggest that the responses to the problem of illiteracy, if they are to succeed, must also be multi-dimensional:

> A second reason for the continuation of adult illiteracy is that it has, for the most part, been approached as though it were a problem that could be dealt with separately from other social problems. This has been the case even though it is patently obvious to literacy workers that literacy problems do not exist in a vacuum. Rather, they are associated with other difficulties undereducated adults have which impede educational development or prevent adults from attending adult literacy programs in the first place. The viewpoint that illiteracy is a problem that could be considered in and of itself has not always been consistent, numerous examples since the 1960s show that literacy instruction was connected to other factors, particularly occupational ones within a broad program. For the most part, however, adult literacy instruction has taken place in separate programs, usually in adult literacy centers, evening school programs, or volunteer programs. Furthermore, when a connection between illiteracy and other concomitant problems has been acknowledged, seldom have these problems been fully addressed beyond the individual level (1982).

While the need to provide a multidemensional approach to the needs of the undereducated adult and to develop cooperative linkages with other agencies and the business community have been recognized by many adult educators, criticism has been leveled against public school systems which strongly suggest that school systems have not been easily moved towards cooperating with community and business elements.

Ryan claims that school effectiveness, in part, depends upon variables in the community which school personnel cannot control. Often times these variables, such as competing municipal costs and the public's willingness to pay for their schools, are addressed in a fragmentary manner. Ryan advocates broad-based community involvement and collaborative efforts in community problem solving activities, particularly as these efforts relate to improving public schools. However, she suggests that school officials, especially those in the administrative ranks, have been reluctant to pursue a community involement stance, and she has characterized the climate that exists between schools and communities as one of "uneasiness" (1976). Similarly, Wolf claims that instead of looking to be a

collaborative neighbor within the context of the overall community, public schools actively close out the community:

> We [public school administrators and school committees] close school buildings after regular school hours, fence in the playgrounds and playing fields, and give all sorts of reasons - albeit reasonable-sounding ones, such as wanting to hold down the costs of heating, lighting, and custodial care - for discouraging full use of school facilities by everyone in the community (1982).

He suggests that public school systems should develop adult and community education programs and that such programs in turn will serve to gain taxpayer support for overall school operations. Fantini, like Wolf and Ryan, describes present school/community interaction in less than glowing terms.

> Schools for a variety of reasons, have also grown increasingly isolated from their immediate communities. Similarly, in the name of "professionalism" school personnel have often kept themselves at arm's length from the various community members who could have enriched the whole process of education. The school system has become bureaucratic beyond belief, structured in a top-down hierarchy and characterized by mandates and regulatory policies that make it extrememly difficult, if not virtually impossible, to encourage and implement innovative approaches to education (1981).

Recognizing these deficiencies in public schools, Fantini still encourages public schools to develop cooperative arrangements with community elements. He

believes that each community has the resources necessary to solve the social, political, and educational problems that confront them (1981).

B. Dalton Bookseller announced in 1983 its intent to launch a three million dollar national literacy effort. Sherman A. Swenson, chairman and chief executive officer of B. Dalton, described illiteracy as a major national problem that could only be solved by the combined efforts of public, private, and non-profit organizations (1983). The National Task Force on Education for Economic Growth, in 1983, called for the ". . . establishment of partnerships among community, business, labor, government, and education's leaders to improve education in a way that will lead to economic growth" (As reported by Tremper 1983). One of the five challenges advanced by Gooler for adult educators in the 1980s was for adult educators to ". . . forge new linkages among agencies and organizations with interests in adult education" (1981).

Cooperative effort among educational institutions, human service agencies, and businesses is a theme frequently stressed by both the United States Office of Education, other federal departments, and the

Massachusetts Department of Education. Cooperation is seen as a means of minimizing the duplication of effort, increasing the effectiveness of service delivery, and maximizing the use of federal and local funds. The federal ABE law requires that state ABE plans indicate how interagency cooperation will be achieved (Development Associates, Inc., in a report developed for the U.S. Office of Education, Office of Program Evaluation, 1980). The Massachusetts Board of Education in its 1979 handbook Policy On Adult Education stressed the need for collaboration in the delivery of adult education services to the undereducated (Board of Education 1979). This emphasis on cooperation is also reflected in the Massachusetts Department of Education's Request for Proposals for ABE program funding (Massachusetts Department of Education; Bureau of Student, Community, and Adult Services, 1985). Institutions seeking to receive state administered, federal ABE funds must delineate in their proposals how they will engage in interagency cooperation.

Several state and federally funded programs have provisions within their guidelines that allow funds to

be expended for adult basic education training. The Employment and Training Program (ET - also referred to as CHOICES), which is a component of the Massachusetts Department of Public Welfare, offers ABE, GED, ESL, and skills training opportunities to the state's welfare clients. The goal of the ET program is to help welfare recipients get off welfare and secure employment, preferably in the private sector. The ET program provides funds, based upon a Request for Proposal (RFP) process, to education and skill program providers. The RFP guidelines mandate that the providers describe in their proposals how their programs will link with other agencies and institutions in order to provide an integrated delivery of services to welfare recipients (Commonwealth of Massachusetts, Department of Public Welfare, 1984). It is obvious from the imposition of this guideline that the Department of Welfare recognizes the multidemensional problems that confront their clients and the inability of education to unilaterally provide solutions. For example, the Department clearly states that programs that offer on site day care will be ". . . well received". The Department also requires skill program providers to

present in their proposal letters of support from local companies which indicate how the skill training to be offered reflects local labor market needs.

Another program that funds similar educational activities for disadvantaged youth and adults is the federally supported Job Training Partnership Act (JTPA), which was passed by Congress in 1982 (Massachusetts Department of Education, 1983). A major operating principle inherent in JTPA legislation mandates that a coordinated effort via Private Industry Councils (PICs) must be utilized in planning and administering the development of education and skills training programs. The councils must have a membership consisting of representatives from education, businesses, social agencies, community based organizations (CBOs), and organized labor, etc. The Act also ensures that state governors will have a major role in the administration of employment and training programs, since its the governors who are the major conduit for the federal JTPA funds. The governors are also responsible for making sure that a coordinated effort between the business community and service providers is made. Providers who wish to receive JTPA

funds must submit proposals to the local PIC Council (In Massachusetts there are fifteen Service Delivery Areas [SDAs] and each SDA has a PIC council). A competative bid process is used by the PIC to determine who shall be funded. To obtain funds, service providers must demonstrate strong linkages with other agencies and the business community. Recognizing that education and skill training alone are unable to solve the many problems confronting clients of JPTA funded programs, service providers are often required by the PICs to make available to program participants supportive services (Employment Resources, Inc., 1984).

Numerous researchers who have reported on the major motivating force behind adult participation in learning activities have indicated that preparation for entry into or advancement within the workforce was the prime motivating factor. This factor was found to be particularly strong with the undereducated adult. The results of such research suggest that ABE programs might be more successful in attracting the hard to reach undereducated adult, if vocational training opportunities were an integral part of ABE programs. Prior to this study, there was a lack of information

which described, in any meaningful way, the extent of integration that exists between ABE and vocational program elements and the number of Massachusetts ABE programs that have developed such linkages.

Given that these two closely related themes interagency cooperation and community development are seen as important in the effective delivery of ABE services and in helping to reduce adult illiteracy, it is important to understand the degree to which public school superintendents are committed towards working with the adult education administrators and various elements of the community towards the achievement of optimal interagency cooperation and community development. This issue is particularly important in light of the research conducted by Peterson which shows "Not only is there little communication, coordination, or cooperation among the school based sources of education, there is often agressive competition and, not infrequently, open hostility between them" (Peterson 1979). And, in 1976 Nolfi claimed that Massachusetts adult education service providers were not cooperating or communicating effectively with one another. He suggested that cooperative planning by

educational service providers would lead to the more effective delivery of educational services to adults and would eliminate inefficiency and waste (1976).

The ABE Delivery System

Which institution or agency is most capable of effectively delivering ABE services is an issue gaining more and more attention. Allen Tough, a major researcher into how adults learn, is a strong proponent of a pluralistic approach to adult learning delivery systems. In an address to participants at the Proceedings of the Eighth National Free University Conference, Tough clearly voiced his opposition to any one institution becoming the delivery system for adult educational services.

> The worst thing that could happen [to lifelong learning] would be for a single, centralized system run by the government or the school system or university or any other single agency. The hallmark of adult learning is the diversity. It includes all kinds of institutions, all kinds of courses, all kinds of methods. So I'm all for pluralism, the diversity, and the worst thing would be any kind of centralization as we've rather stupidly done with children's education (1978).

Norton also argues that the best hope for meeting the educational needs of the undereducated rests with a diversity of groups who would provide educational

services. The diversity would ensure that a variety of programs and approaches are used in order to meet the differing skill levels and goals of the undereducated adult (1982).

In an effort to reach those undereducated adults most in need of education and the least served by it (adults who function on a 0-5 grade level), the United States Office of Education has been supportive of federal legislative amendments to the ABE Act which have broadened the base of institutions eligible to receive federal ABE funds. Prior to 1978, public schools were the primary recipients of ABE funds. But with the passage of the 1978 amendments to the ABE law, the number of institutions eligible to receive these funds increased substantially to include community based organizations and other nonprofit institutions.

The passage of this admendment was prompted by a number of reports which suggested that the least educated would be better served by a broader base of service providers. Chief advocates for this point of view were Harmon and Hunter. They argued that the hardcore undereducated adult who had failed to complete his/her public schooling was reluctant to enter public

school ABE programs. These researchers suggested that institutions such as community based organizations should be funded because such institutions were not associated with the undereducated's stigma of academic failure, as were the public schools. Kozol shares Harmon and Hunter's point of view, he suggests that literacy training should take place in the neighborhood (1980). He envisions a grass roots movement to attack illiteracy which would use neighborhood centers and college student volunteers to deliver educational services to the undereducated adult.

McCormick, while not addressing the issue of which program is best suited to deliver ABE services, advises public schools to work more agressively towards offering adult citizens more educational opportunities in all phases of learning and personal development. Compensatory education for adults she feels is a significant component of public school adult education. A well developed adult education program in her view will result in greater support overall for public education. However, she indicated that public schools have not been as successful as nonpublic schools in offering adult learning opportunities:

> Local schools would seem to be the obvious place for adult education programs, but other institutions and groups - private community organizations, local churches, professional associations, businesses and industries, local colleges and universities - have taken the lead in the lifelong learning movement (1982).

The impact that adult education can have on citizens in gaining public support for the schools has been stressed by Wolf. However, he indicates that the majority of public school systems have not been very supportive of adult education. And, in far too many public school systems, he asserts reasons have been advanced by school board members and administrators for not allowing adult citizens to use the schools. This attitude on the part of school officials he notes is counter productive because fewer adults have children in the schools, and thus, the number of adults with a vested interest in the schools is declining. He suggests that public school administrators would be wise to embrace the adult education movement as a means of providing adults without children in the schools some benefit for their tax dollar. Wolf believes that a number of school tax referendums and bond issues were defeated in some Ohio communities because the adult citizens, particularly those without children in school, did not feel they were personally benefiting

from the educational programs offered by the schools (1982). The need to cultivate adult support for public schools will be even greater in the future, according to Wolf, because he believes that federal support for education will be reduced.

In outlining recommendations to improve adult education in Massachusetts, Nolfi suggested that certain criteria should be considered. One such criteria was the admonishment not to duplicate existing delivery systems - "(a) given the current fiscal imperatives in this state and the competition for resources from many worthy causes particular care should be taken to build upon agencies that exist already and not simply duplicate existing services" (1976). Yet, the proliferation in Massachusetts of nonpublic school ABE programs in the minds of some adult educators does result in the duplication of services. More important, is the concern registered by some adult educators that as the limited federal and state ABE dollars continues to be divided between more and more programs it becomes more difficult for existing programs to secure an adequate funding base. At the most recent state ABE director's meeting, this

issue was raised by program participants, as well as, by the Massachusetts Department of Education (Notes of ABE Directors meeting, 1985). At the same conference, a number of full-time public school directors expressed concern that community colleges were receiving ABE funding from the Massachusetts Department of Education and questions were raised as to whether or not involvement by the colleges with a student population that lacked high school diplomas or GED certificates was within the mandate of the colleges.

Certification and Adult Education

Concern has been expressed that a significant number of teachers and administrators of adult education programs enter their positions with little or no training in the field of adult education, and many are often unfamiliar with the oppressive realities and poverty of the undereducated adult's life (Broschart, 1977; Hunter and Harmon, 1979; and Verschelden, 1973). A 1970 study of federally funded adult basic education programs in Massachusetts revealed that 64.7 percent of the adult education administrators had been in the field for three years or more; however, almost 21

percent had less than five years of experience in adult education, approximately 62 percent had never taught ABE classes, and an even higher percentage, 94 percent, had no prior counseling experience in ABE (School of Education, University of Massachusetts, 1970). In addition, when asked if adequate provision for training adult education administrators had been made available by the Massachusetts Department of Education, approximately 49 percent of the administrators who responded answered in the negative (Ibid). In 1973 thirty adult educators participated in a training program sponsored by the Massachusetts State Bureau of Adult Education and developed by the University of Massachusetts; according to Borden, their medium length of service in adult education was six months (1973).

Mahaffy cites a 1972 Nebraska adult education survey by Meferhenry and Smith which "...found 131 instances in which individuals were serving as full-time, part-time, or extra-time directors of adult education in Nebraska public schools. Only seven of these directors held advanced degrees in adult education, and 48 had received no formal training whatsoever in adult education " (1976). Wexler in

Emerging Issues In The Field of Adult and Continuing Education, a summary of the proceedings of a national adult education conference, quoted Dr. Loring who expressed concern regarding the training of adult educators: ". . . most people tend to become adult educators the way most become parents, without a good deal of training" (1978). The conferees agreed that a specialized body of knowledge regarding adult education did exist and that the possession of such knowledge by practioners was necessary to ensure quality adult education programs. The consensus of the conferees was that it was inevitable that the knowledge and competencies needed for the field of adult education would be reflected in certification procedures. One conference participant, who was quoted by Wexler, expressed his concern about the indifference to certification shown by people responsible for hiring adult educators: The same people who make sure that elementry and secondary school teachers have credentials are still willing to hire quacks in adult education (Ibid).

A 1980 report released by the United States Department of Education, Office of Program Evaluation,

claimed ". . . that 94% of the adult education instructors are certified teachers, but only 32% of them are specifically certified in ABE, ASE, or ESL" (1980). Further, the report indicated that only twelve states have some form of adult education certification. A report on the federally funded ABE program issued by the Comptroller General of the United States stated that there was a lack of adequately trained professional adult education staff and this condition has had a negative impact on the delivery of educational services to ABE clients. The inability of adult educators to specifically diagnose and remediate student learning problems was highlighted in the report (Comptroller General of the United States, 1975).

Ferver enumerated seven operational principles which he felt should guide adult education programs:

1. Adults can learn when provided the opportunity
2. Adults want to learn
3. Knowledge is available now to do the job of helping adults learn
4. Adult learners must be involved in the entire learning process
5. Materials must be adult-oriented
6. Adults must be protected from the humiliation of not being able to read
7. Instructors must be committed and concerned (1979)

After providing the reader with this list of principles, Ferver then asked a rhetorical question, which seemed to suggest his concern that too many adult educators may fail to employ these basic principles - "How many adult educators understand and operationalize these simple, basic principles?". Justification for Ferver's concern can be found in testimony by the Assistant Secretary of Education, Mary Berry, given before the Senate Human Resources Subcommittee on adult basic education:

> Evaluations of the Adult Basic Education program indicate that few of the target population participate, and that even when they do participate, relatively few are helped by the program. The major difficulties are poor outreach and the use of teaching methods which are adequate for young children but are offensive to adults and work poorly. The targeted population needs the services that are provided but the services are not being made available in a form to which that population has access. The evaluation points toward the need for some consideration to be given to developing curricula and to training specialists who are able to teach adult learners,. . . (As reported by Development Associates, Inc., 1979).

In writing about manpower training programs, Malone and Flowers called the reader's attention to the consequences of inappropriate staffing:

> Although adult educators cannot totally divest themselves of the failures of many of these programs [manpower training programs], the leaders of many unsuccessful programs were political appointees who

> had neither adequate knowledge nor adequate skills in adult education" (1980).

Delker acknowledged that most adult educators who work in federally funded, state administered ABE programs have not been trained as adult educators but were trained and certified to teach children (1984).

> Research evidence suggests that teachers foster greater learning opportunities for adults when instructional strategies, methods, and techniques are suited specifically to adult populations rather than to children. However, most adult education teachers were trained and certified to teach children (1984).

Adult educators have also been critized by Carpenter for maintaining educational programs that are teacher directed and teacher dominated. He feels that such an approach is inappropriate for adult learners (1968).

The hiring of full-time instructors who have been specifically trained to teach adult education has been strongly recommended by Levitt. He claims that full-time status is necessary in order to attract quality personnel to the adult education field. He also suggests that these full-time, adult educators should receive benefits congruent with those of their K-12 colleagues. Like many other writers in the field, Levitt recognizes that there is a specific body of knowledge and repertoire of teaching techniques that

are appropriate for use in adult classrooms; however, he acknowledges that many individuals who purport to be adult educators lack these essential understandings. Levitt implies that the current marginality of the adult education field, to some extent, exists due to the failure of school administrators to insist on the employment of qualified adult educators to work in public school systems:

> It should be abundantly clear that adult education administrators must look to their priorities. If adult education and tomorrow's adult education teachers are indeed to be professional, those who presently control adult education programs must begin to plan, to work, and to agitate for full time professional status for their field and for their staffs. The alternative is the continued diminution of status of a field long ago stigmatized by an astute student of its condition for its "marginality" (1978).

There is a growing body of literature which has called attention to the unique differences between adults and children - differences which render child-oriented teaching techniques inappropriate for the adult classroom. Mocker claims that too many ABE programs are unsuccessful because they do nothing more than ". . . replicate the standard public school philosophy" (1978). He advocates removing traditional curriculum and teaching techniques from ABE programs.

Borrowing from the work of Paulo Freire, Mocker rejects teacher dominated and subject matter orientated education. He calls for ABE programs to adopt a curriculum which uses Freire's philosophy of conscious raising. The educational process for implementing such a philosophy calls for the adult educator to help the learner recognize the socio-cultural reality that impinges upon the learner's life and to provide him with the tools necessary to bring about change to that reality (1978). Mocker's article suggests that ABE teachers are not adequately prepared to implement such an educational process. Another educator who has lectured and written extensively regarding the unique differences between adult and child learning has been Dr. Malcolm Knowles.

Knowles uses the term "andragogy" to differentiate between adult learning which he defines as ". . . the art and science of helping adults learn" as opposed to "pedagogy" a term which he notes refers to the education of children (1970).

> Andragogy is premised on at least four crucial assumptions about the characteristics of adult learners that are different from the assumptions about child learners on which traditional pedagogy is premised. These assumptions are that, as a person matures, 1.) his self-concept moves from one of being a dependent personality toward one of being

> a self-directing human being; 2.) he accumulates a growing reservoir of experience that becomes an increasing resource for learning; 3.) his readiness to learn becomes oriented increasingly to the developmental tasks of his social roles; and 4.) his time perspective changes from one of postponed application of knowledge to immediacy of application, and accordingly his orientation toward learning shifts from one of subject-centeredness to one of problem-centeredness (1970).

These differences between adults and youth, according to Knowles, have a direct impact on all aspects of the adult learning environment. In comparing the educational design elements of pedagogy and andragogy, Knowles found the planning, diagnosis of needs, formulation of objectives, and evaluation in the pedagogical environment to be teacher directed. But, in an andragogical learning environment, these same tasks are mutually developed by the teacher and student. The pedagogical learning climate he characterized as "authority-oriented, formal, competitive" and the andragogical learning climate as "mutuality, respectful, collaborative, and informal". Further differences in program design and activities have been noted by Knowles. In the education of children the "logic of subject matter and content units" dominate; whereas, with adult learning, the program design is structured to meet the immediate

needs and problems confronting the learner (1973). Knowles claims that the principles and techniques of education used with children are not appropriate for adults. He sees the need for greater preparation for educators of adults and calls for such educators to become trained specialists in adult education.

Similarly, Gross has found adult learners to differ significantly from young learners, and he indicates that teachers of adults who utilize child centered, instructional methods often experience difficulty in the adult classroom. In comparing adult learners with school aged children, he found the adults possessed a greater number and wider variation of life experiences, were aware of what they desired to know, and were self-directed. Adults have more demands made on their time, and because of this, Gross finds that they are less likely to accept, on the authority of the teacher, what is being learned will be useful to them (1977).

One area in which many undereducated adults have difficulty is in reading. Research by Norman and Malicky into adult reading strategies have revealed that ". . . differences between children and adults are

sufficiently great to indicate that the pedagogy of teaching reading to children is not appropriate for the teaching of adults" (1982).

There already exists a body of knowledge and training programs available for those who desire to obtain an appropriate background in the field. In 1970 the federal Adult Education Act (P.L. 91-230) was modified and funds made available to states to provide inservice training to adult educators (1973). Long informs us that in 1981 at least 80 universities and colleges were offering programs in adult education. He also notes that although the field of adult education is diverse these academic programs do offer participants a basic grounding in the field.

> Graduate programs in the field seem to cluster in three subject areas: adult psychology, adult education methodology, and the sociology of adulthood. These findings lend credence to White's conclusion (1956) that there is, even among educators in different fields, a common core of training interests. A British educator, K.T. Elsdon (Campbell, p. 71, 1977), has also noted that although there is a range of provision, structure, and content in adult education, the basic staff functions and activities of professional adult educators cut across the differences (1983).

In Massachusetts, there is no certification process for adult educators (Massachusetts Department of Education, Bureau of Teacher Certification 1984).

Because there is no statewide professional standard which individuals must meet in order to teach in an adult education program or to administer such a program, each public school district is able to establish its own criteria for the selection and employment of adult educators. Thus, an individual who has had neither experience in the field nor academic preparation specific to the field can be "legally" employed in an ABE program. There does not exist any statewide, documented information that describes the criteria, unique to adult education, that LEAs are requiring teachers and administrators of adult education to meet in order to be employed in local ABE programs.

However, in 1979 the Massachusetts Board of Education in a booklet entitled Policy on Adult Education clearly acknowledged the need for adult educators to possess a background in adult education.

> For adult education services to be effective, it is the Board of Education's position that adult education services have the following qualities:
>
> 1. Professional Relationships
>
> a. It should be recognized that adult education calls for special skills, knowledge, understandings and attitudes of those who are involved. . . .

b. Adult education should encourage the employment of professional workers, where appropriate, to provide leadership and professional development.

c. Training for adult education should include all aspects of skill, knowledge, understandings and personal attitudes of adults (Massachusetts Department of Education, Bureau of Community Education and Adult Services 1979).

In acknowledging the importance of special training, the Board also stated its belief that "Teachers in basic educational attainment programs should be state certified" (Ibid.). In 1979, at an Adult Basic Education Directors Meeting sponsored by the Massachusetts Department of Education, department staff passed out a position paper entitled, Proposed Competencies For Adult Education Certification (Massachsetts Department of Education, Adult Basic Education Directors Meeting, October 11 and 12, 1979). The proposed certification process, if it had been implemented, would have established six general standard competency areas wherein adult education teachers and teaching assistants would have had to demonstrate proficiency. In addition, sections of the certification process would have also applied to adult

education supervisors, directors, and adult education counselors.

More recently, a committee of adult education administrators in planning for a statewide, Massachusetts ABE directors conference had certification for adult educators as one of the ten issues being recommended for inclusion on the conference agenda (Steering Committee Memo, 1984). The steering committee had noted that the issue of certification has been a persistent theme in administrator discussions; however, there was a lack of information regarding whether or not a consensus either for or against certification prevailed among Massachusetts adult educators. Until this study, there did not exist any information regarding how public school superintendents view certification for adult educators.

Adult Education Legislation

Many educators have written about the lack of federal and state support and concern for adult education (Broschart 1977, and Powell 1979). Carpenter when discussing the efforts of New York adult educators to develop state funded categorical status for adult

education blamed the failure to achieve such a legislative mandate on the adult educators.

> For years you have been lobbying for categorical aid - and you have been doing it alone - without the full support of your community, your Boards of Education or your chief school officer. Each year the legislators placed low priority upon your demands - perhaps, because you haven't had this full support, because your image is to them a 'basket-weaving - sewing circle' pressure group, or because you haven't re-tooled for the future (1968).

Cross believes there exists a socialized perception that education is for the young (1981). Long has concluded that "Contemporary institutional behavior is usually a product of an age when learning was believed to be limited to one part of life: youth. Learning was thus perceived to be a routine activity of childhood in preparation for adulthood" (1983). Bunting has stated that schools and colleges were established for youth and therefore, government policies have primarily been supportive of youth education with minimal attention being given to adult education (1978). Financing Part-Time Students a study by the National Advisory Council on Extension and Continuing Education found that adult part-time students are discriminated against in federal assistance programs (The National Advisory Council on

Extension and Continuing Education 1976). Speaking before members of Congress in support of lifelong learning legislation, Dr. Malone, President-Elect of AEA/USA, in 1979 testified that passage of lifelong learning legislation would serve to remove barriers which reduced the opportunities for adults to learn (1984). James R. Dorland, NAPCAE Executive Director, in a letter to Shirley M. Hufstedler, Secretary of Education, clearly expressed his concern regarding the lack of support for adult education:

> We believe that for far too long the education of adults has unfairly been accorded low priority by policy-makers (1980).

And, as recently as 1984, adult educators meeting at a national adult education conference in Louisville, Kentucky discussed the impact of national elections on adult education programs. Among the Election Analysis Panel members who took part in the discussions was Dr. Gary Eyre, an adult educator who has testified on behalf of adult education before various Congressional committees throughout the last decade. Brightman, who reported on the Panel in Adult and Continuing Education Today, said that Dr. Eyre had informed those assembled at the conference that Congress was ". . . still

strongly oriented toward child-centered education. . ." (1984).

Recognizing the need to address the problems associated with the Commonwealth's large undereducated adult population, the Massachusetts Board of Education, professional adult education associations, and adult educators during the past several decades have attempted to secure passage of an adult education act. The general thrust of the several acts which had been proposed was to ensure the opportunity for all of the Commonwealth's undereducated adults to obtain a 12th grade level of education, without the imposition of a fee structure.

The first attempt to develop a uniform adult education act was made by the Massachusetts Board of Education in 1972. In that year, the Board proposed to the Massachusetts state legislature passage of the Adult Education Act. The genesis of the Board's proposal emerged from the work of the Ad Hoc Advisory Council on Adult and Continuing Education and the consultants which the Council engaged to assist them in their effort - Dr. Melvin R. Levin, Director of the Urban Studies of the Urban Institute at Boston

University and Dr. Joseph S. Slavet, Director of Community Programs in the Urban Institute.

The Council was formed by Mr. Harold McNulty, the then Director of the Bureau of Adult Services, and commissioned by the state's Board of Education to draft a position paper on the status of adult education in the Commonwealth. What emerged from the Council's effort was a document entitled The Adult Citizens' Right To Equal Educational Opportunity in Massachusetts, A Proposed Program For State Commitment - Phase I. In the Foreword of that document, Mr. McNulty succiently summed up his concern regarding the lack of adequate state legislation for adult education:

> No one approach is sufficient to rectify the neglect and apathy evidenced over the past 57 years by our state legislature's refusal to make a firm commitment to adult continuing education for its adult citizenry in Massachusetts.
>
> Hopefully, the Board of Education will accept the recommendations outlined in this report as a Phase I approach to the problems that must be attacked; and, will sponsor the necessary legislation to bring about, for the first time in the history of the Commonwealth, a full commitment to the educational needs and wants of all our adult citizens in Massachusetts (1972).

Powell in her work "State Policies: Plans and Activities" quotes Nolfi and Nelson, researchers who

conducted a major study on adult education in Massachusetts:

> It is too early in the game to talk about adults. State policy makers are primarily concerned with educating the young. It is assumed that adults can and should take care of themselves. What little support exists for adult education is for adult basic education. (1979).

In 1975, adult education legislation was filed with the Massachusetts Legislature. The bill, had it passed, would have provided "...selective entitlement to a cash voucher to adults of low income and low previous education. The size of the voucher would be graduated depending upon the recipient's income and previous education (as one gradually moved up those scales the voucher would become smaller) (Nolfi 1976). In 1974, a pilot project was implemented which attempted to create a statewide system of adult counseling centers. This pilot project was authorized by Joseph Cronin, Massachusetts Secretary of Educational Affairs (Ibid.). However, the project never was fully implemented and was eventually terminated due to insufficient funding.

The latest effort to implement adult education legislation in Massachusetts was attempted by the Massachusetts Board of Education in 1980 (Pave 1980).

The Board of Education's bill, which had the support of the state's adult education associations, called for a complete overhaul of those laws currently on the books relevant to adult education. The major elements of the Board's proposed legislation were structured to address a number of issues. The primary issue was state reimbursements to local LEAs for adult education programs. The bill called for reimbursements to ABE and vocational training programs for adults. However, general interest courses would be removed from the state's reimbursement formula. The Board's efforts to reform the outmoded and inequitable adult education laws were unsuccessful. And, thus, Massachusetts continues to have a patch work of adult education legislation which fails to address the needs of the adult population most in need of educational services - the undereducated adult. Funds, which if the Board's recommendations were written into legislative mandates, that are now being used to pay for general interest courses (even for Massachusetts more affluent communities) would have been reallocated and used to help reduce the state's adult illiteracy problem.

Currently, there are very few laws on the books in Massachusetts which focus on adult education. A Massachusetts Board of Education publication on adult education noted that:

> State policy towards these programs [adult education programs] has been somewhat unclear. On one hand General Law Chapter 69, Section 9A requires school districts to operate citizenship programs when 20 or more persons over 18 years old in any city or town request the program. On the other hand, the Department has not taken administrative responsibiity for regulating the programs in recent years. Programs in operation today are more likely the result of tradition and/or local initiative than familiarity with the state law (1979).

Under Chapter 71, Section 19 of the General Laws only cities and towns with a population of at least 50,000 residents are required to operate an evening high school program for adults. However, they are only required to offer such a program when at least 50 persons or over request a program. Only two thirds of those communities with 50,000 plus populations offer adult education programs (Ibid.). There are no available state records which breakout the total number of students who are receiving adult basic education skills in these evening programs. Many educators and legislators, according to Hunter and Harman, believe that adults should be responsible for assuming the

costs of their own education (Hunter and Harman 1979). Such beliefs make passage of adult education legislation difficult.

Adult Basic Education and Public Awareness

Much has been written about the lack of awareness and support for adult education. Tough claims that 80% of America's adult population is unaware of the variety of learning opportunities that exist within their own communities (1978). A brief report entitled Adult Education: A Fact Sheet published by the United States Office of Education noted that many individuals within the target population are not even aware that help is available.

> It is not sufficient to just provide educational programs for the populations to be served. Many of the undereducated, especially those who are the least educated and most in need of this assistance, are unaware of these services or hesitate, for many reasons to seek training in life coping skills (United States Office of Education 1979).

Drennan has expressed concern that adult educators have not gained the ". . . attention, compassion, and cooperation of the community" (1980). Similarly, Malone and Flowers find that adult educators have only had a limited impact on the problems faced by the

undereducated because they have not made the general community fully aware of the importance and value of adult education programs (1980). Peterson acknowledges that the public policy importance of adult education has not been recognized by the public. He also notes that adult education has not been a high priority item with most legislative bodies (1979). Peterson suggests the need to educate the public regarding the importance of adult education. The lack of financial support for adult education at the state legislative level [Florida] has also been noted by Powell (1979). Coles and Coppel list the lack of awareness of the adult illiteracy problem at the local level as one of three reasons adult illiteracy is such a major problem to resolve.

> A third reason for adult illiteracy is that it has not remained in the forefront as a conspicuous, explicit concern, particularly at the local level. Although illiteracy has received more publicity in recent years and there has been more research on the extent of illiteracy nationally, local communities often have little idea of the extent of their own adult literacy problems. Thus, the national figures remain somewhat remote, and there is little appreciation of the extent to which adult illiteracy is woven into the social structure (1982).

Norton claims that in many communities ". . . illiteracy remains an invisible problem" (1982). Gooler also

implies part of the difficulty in establishing support for adult education programs for the undereducated is because, generally, people outside the field of adult education are not fully aware of the scope and nature of the problems of the undereducated and the impact upon society:

> Adult education has suffered from lack of support in large measure because adult educators have not told their story in a convincing manner. If the field is to meet adequately the challenges of the 80s, it must improve its ability to argue its own case. It is interesting to note, for example, that legislation related to Adult Education tends to be embedded in either the Elemenatry-Secondary Education Act (ESEA), or in the Higher Education Act, as is the Lifelong Learning Act.
>
> Telling the adult education story to Congress, the State education agencies, to funding sources, and to the public in general involves clarifying both purposes and outcomes. We need to better describe who participates in adult education, in what kinds of programs, and with what results. We need to more adequately describe the kinds of needs which exist for adult education services, and the cultural and economic consequences of not meeting those needs. And we need to convince the public that we as a field know how to address those needs. In short, we need to convince people that adult education is vital, that it is not a luxury of the idle rich but a necessity in the life of our nation (1981).

Carpenter claims that adult education needs a new image:

> What you need is a new image within the minds of the total community: the adults, the young people, industry and commerce, the politicians, the State Legislatures, the educational family and, even, Chief School Administrators (1968).

Further, he states:

> For years you have been lobbying for categorical aid - and you have been doing it alone - without the full support of your community, your Boards of Education or your chief school officer. Each year the legislators placed low priority upon your demands - perhaps, because you haven't had this full support, because your image is to them a 'basket-weaving - sewing circle' pressure group, or because you haven't re-tooled for the future (Ibid. 1968).

Rauch believes that the lack of identification of adult education as a specific field and also the lack of any institution accepting adult education as a major responsibility has served to make it difficult for adult education to assume its rightful place in America's educational delivery system:

> Adult education, despite its importance, has never been the major cultural factor in the United States that is is in England, the Scandinavian countries, and Russia. The problem in our country has been the lack of identification of "adult education" as a specific field, a dearth of major educational opportunities for adults, and an almost complete absence of institutions with a major commitment to educating adults. There are very few organizations or institutions that identify adult education as their major responsibility.
>
> Adult education is everywhere and yet, in a sense, it is nowhere because it is no one's specific responsibility (1972).

The National Adult Literacy Project was recently implemented , and one of its major goals is to create a greater awareness among the general population

regarding the extent of adult illiteracy. The Project has recognized adult functional illiteracy as ". . . a major 'hidden' problem in the United States (The Office Of The Press Secretary, The White House 1983). In a report entitled, An Evaluation Of Adult Basic Education Programs In Massachusetts, one of the conclusions reached by the reseachers was that many citizens lack any knowledge regarding the very existence of adult basic education in Massachusetts (School of Education, University of Massachusetts 1970).

Many leaders in the field argue strongly that it is advantageous for public schools to support adult education programs. The chief arguement put forth suggests that youth enrollments are declining. And, with this decline, fewer adults in the community have a vested interest in the public school system, since many of these adults do not have children in the school system. Thus, public schools, which fail to address the educational needs of adults, miss a valuable opportunity to interact in a positive way with a large voting constituency which can impact either positively or negatively on the goals of public education,

particularly in those areas of financial support. Dr. Indelicato, former Director of the Department of Education's Bureau of Adult Services, expressed hope that Massachusetts school systems that were facing declining enrollments would offer more adult education courses (Pave 1980).

In September of 1983, President Reagan announced his support for a national anti-illiteracy campaign. A significant aspect of this national program included a recognition that there exists a need to make the public more aware of the extent of adult illiteracy and to recruit literacy volunteers and encourage private sector funding for adult education programs (Office of The Press Secretary, the White House, 1983).

A number of writers have suggested that with the declining enrollments in the K-12 population public school adult educators can look forward to the possibility of expanding educational services to adults. Such a possibility can only be realized if school superintendents are supportive of expansion efforts. Whether or not Massachusetts superintendents percieve the declining youth enrollments as an opportunity to increase educational services to adults

is highly questionable. Also, the 'marginality' of public school adult education will only begin to be changed when school superintendents see themselves as K-adult administrators. If they consider adult education as an 'add on' program, which many writers have suggested is the case, than the current 'backseat' status of adult education within public schools cannot be resolved. The question that adult educators may have to begin asking is "Should adult education be a component of the public school system or would the field prosper and grow under the aegis of some other institution?

The Importance of Adult Basic Education

The importance of public school adult basic education has been stressed by numerous writers in the field of adult education. Many reasons have been advanced by these writers to substantiate the need for public school support. First, and foremost, is the significant number of undereducated adults that exist within the United States. These numbers which have already been documented in previous sections of this paper suggest that literally millions of America's

adult population lack the basic educational skills required to function properly in an industrilized society. Secondly, most writers allude to the negative impact that such large numbers of undereducated adults have upon the social fabric of society. Statistics have been advanced which strongly support the contention of adult educators that the lower the educational level of the adult - the higher the probability that the adult will be involved in unemployment, crime, or welfare. It has also been noted that children from homes wherein the parents have higher income and educational levels generally do better in school than children from homes where the adults have lower income and educational levels. Other writers have advanced the idea that the very nature of a democratic society requires that its citizenry possess a basic educational level that will allow effective participation in the democratic process. The adequate defense of the nation calls for military personnel who have academic competency levels which will enable them to be trained in the use of complicated weaponry. The continually increasing sophistification of America's economic enterprise

requires that individuals entering the workforce have higher academic skills than any previous generation. Also, those currently in the workforce are being called upon to upgrade their skills more often than in any previous period of our economic history in order to maintain their productivity. Many adult educators have written that a comprehensive adult education program can prove of value in gaining public support for the general educational program. This contention has also been advanced by the Massachusetts Board of Education.

> A comprehensive Adult Education program not only is an important service to the community, it also creates community knowledge of and support for public education in general (Massachusetts Board of Education 1979).

Similarly, when the Board proposed revamping of the state's adult education laws in 1980 it gave as part of its rationale for the proposed legislation that adult education, in addition to enriching the lives of adults, "...develops a sense of direct involvement in local schools and in continuing education which is of benefit to all" (Massachusetts Board of Education 1980). The importance of cultivating the adult population by offering programs appropriate to their needs can be readily understood when one realizes that by 1985 ". . . less than 28 percent of the adults in this country will have children in

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school" (Royce, Harding, and Malesic 1982). For all of the above reasons, adult basic education should be of paramount importance to public school superintendents. the question that needs to be answered is - Do public school superintendents agree with these important considerations?

C H A P T E R III

RESEARCH PROCEDURES

This research was concerned with two hypotheses. The first hypothesis sought to determine whether or not there exists a significant difference between the perceptions and attitudes expressed by public school superintendents and administrators of adult education regarding various thematic issues in adult education. The second hypothesis sought to determine whether or not eight background variables: 1) years of administrative experience, 2) age, 3) sex, 4) degree, 5) major area of study, 6) race, 7) semester hours earned in adult education, and 8) school district size would demonstrate significant relationships that would be useful in differentiating between these two administrative groups. The procedures used to test these hypotheses are described under the headings of population, instrumentation, data collection, and statistical analysis.

Population

Early in the dissertation process, the researcher decided to survey all public school superintendents and administrators of adult education in the Commonwealth rather than sample the two groups. To ensure that an unduplicated listing of public school superintendents and adult education administrators was obtained, the reseacher contacted two state bureaus.

The Massachusetts Department of Education's Bureau of Student, Community and Adult Services is responsible for overseeing federal and state monies specifically earmarked for adult basic education. While this Bureau did provide the researcher with a comprehensive listing of all ABE programs receiving either federal or state ABE funds, the Bureau acknowledged that there were, no doubt, public school ABE programs not accounted for, since only public school systems that received funding from the Bureau were on the list provided. It was suggested that the researcher contact the second of the state agencies.

The Bureau of Data Collection and Processing has responsibilities suggested in the agency title. Personnel of this bureau were able to copy their latest mailing list of public school superintendents onto a 5 1/4 IBM floppy disk provided by the researcher. The mailing list on the disk (Which included the most recent updates) corresponded to the listing of public schools available in booklet form produced by the same agency entitled, Massachusetts Schools 1983-1984. Various classifications of public school systems were included on the mailing list: local public schools, academic regional schools, vocational- technical regional schools, and county agricultural schools. It is important to note here that this listing helped ensure a comprehensive survey. For example, some Massachusetts communities are listed in the booklet as NON-OP. Basically, this term means that the community in question does not operate any schools. Communities with the NON-OP designation either tution out their students or send them to regional schools. Thus, the inclusion of regional school districts in the survey

process ensured coverage of superintendents and directors of adult education providing educational services to the NON-OP communities. Some communities belong to a school union. Under the school union arrangement, one superintendent usually has responsibility for the educational program of a number of different communities. Again, to help achieve comprehensive coverage, school unions were included in the survey process.

Because the Bureau of Data Collection did not have a separate mailing list specific to public school adult education administrators, it was decided that the mailing address of the superintendents would also be used for the administrators of adult education.

Instrumentation

A number of meetings were held with faculty dissertation advisors to discuss instrumentation. Because of the researcher's desire to survey the total population of both administrative groups, it was determined that a questionnaire would provide the

opportunity to elicit comprehensive feedback from a large population within reasonable time and financial limitations.

The development of the instrument began with a comprehensive review of the adult education literature; from which review, a number of thematic issues in the field of adult education were identified: 1) awareness of adult basic education; 2) social and economic impact of ABE; 3) certification and employment factors; 4) delivery system, operations, and status; 5) funding and support; 6) legislation; and 7) the future of public school ABE programs. Two hundred and four questions were developed by the reseacher, based upon the literature research effort; the questions reflected the seven categories noted above.

The next step involved reducing the fund of questions to a number that could be reasonably utilized in a final survey instrument. This required eliminating questions that were ambiguous, poorly worded, or duplicative. Particular attention was paid to those questions that had more than one concept

embedded in them. This process also led to revisions of the original questions. The goal was to cover the areas of concern in not more than fifty questions. In addition, the researcher felt it important to design a survey instrument that could be easily completed by the respondents within fifteen to twenty minutes.

Most questions called for use of a Likert scale (Strongly agree to strongly disagree). Some questions involved a yes or no answer, others required rank ordering, and a few questions were open ended. The latter type questions were usually placed at the end of each major segment of the questionnaire, with the open ended questions being placed on the very last page. The intention was to minimize interruptions to the Likert answer pattern and to alert the respondent that a different segment of the questionnaire was to follow.

For ease in responding, the questionnaire was clearly divided into the seven themes or topics already noted. The three segments projected to be the least difficult to complete, involving questions which both the superintendent and adult administrators would

readily respond to (Awareness of ABE, Social and Economic Impact of ABE, and Certification), were placed at the beginning of the questionnaire. The more difficult segments (Delivery System, Operations, and Status; and Funding and Support) were placed in the middle of the questionnaire. The segment entitled Legislation, which contained only three questions, followed; and the last page contained the Future of Public School ABE Programs segment, which consisted of open-ended questions.

In addition to the forty-nine item questionnaire, the respondents were asked to complete a preliminary ten item background data sheet. The background data sheet provided information on the administrators and their school systems: 1) number of years employed as a superintendent or adult education administrator; 2) age; 3) sex; 4) highest degree obtained and major area of study; 5) racial background; 6) college semester hours earned in adult education; 7) and 8) perceptions about course work in adult education; 9) K-12 and adult education student population figures for the school

district; and 10) the impact of Proposition 2 1/2 on adult education programs. Respondents were also asked to describe the various adult education programs offered by their school systems and to indicate whether or not the programs were available on a full-time, part-time, or mixed basis. The placement of the background sheet in the initial position of the survey instrument was done in order to ease the respondents into the survey response process.

After consulting with dissertation committee members, the researcher determined that a review of the proposed survey instrument by a panel of experts composed of superintendents, adult education administrators, adult education teachers, and state department of education ABE personnel would serve to uncover any thematic gaps. The following professionals served as panel members:

Dr. Lloyd David	President, Continuing Education Institute and former Director, Cambridge Public Schools, Adult

	Learning Center; former President of the Massachusetts Association of Public and Continuing Adult Educators (MAPCAE).
Mrs. Gloria Rosensweig	ABE Lead Teacher, SCALE Adult Learning Center, Somerville Public Schools, Somerville, MA
Ms. Gale B. Ewer	State Director, Adult Basic Education, Massachusetts Department of Education, Springfield, MA
Dr. Pauline Kightlinger	Coordinator, Adult Education Program, Worcester State College, Worcester MA
Dr. George Lane	Superintendent of Schools, Easton Public Schools, Easton, MA
Mr. Robert Watson	Superintendent of Schools, Somerville, MA

Members of the panel were given copies of the proposed instrument in the fall of 1984. The panel was not convened as a group - each member gave feedback on an individual basis. However, all members were asked to review the instrument on the basis of relevance, inclusiveness, and clarity of each question. Particularly, panel members were asked to ascertain whether or not any major theme in adult education had been excluded. The reviewers were also asked to consider the time necessary to complete the instrument. All members responded within three weeks. The reseacher met with each panel member to discuss their insights. The input from the panel members was then utilized to develop the final version of the instrument. The majority of the reviewers indicated that they were able to complete the survey in less then twenty minutes. They felt that this time frame was reasonable and that the projected time needed to complete the survey would not deter superintendents and adult administrators from completing the instrument.

Upon approval by the dissertation committee, the researcher typed a final revision. Two-sided offset printing was then used to produce the 10 3/4" by 7 1/4" survey instrument. The total number of pages came to twelve; however, pages eleven and twelve were blank, providing space for individual comments. There were forty-nine questions on the survey, and, as noted, a ten-item preliminary background sheet.

Data Collection Procedures

On December 11, 1984, a survey instrument was mailed to two hundred and eighty-seven public school superintendents and the same number of adult education administrators: a total of five hundred and seventy-four. Thus, each address received two survey packets - one addressed to the superintendent and one addressed to the adult education administrator. The researcher used an IBM personal computer and the floppy disk copied at the Massachusetts Department of Education to generate the necessary mailing labels. Each survey packet included the survey instrument

(Appendix B), a cover letter (Appendix C) which explained the purpose of the research, and a postage paid envelope addressed to the researcher. All mailings were sent first class. Those surveyed were asked to return the questionnaires by December 25, 1984.

On December 14, 1984, the first eight surveys were returned. By December 22, 1984, one hundred and twenty-six surveys had been returned. Surveys continued arriving, although in smaller numbers, toward the latter part of February and into March 1985. As the surveys were returned, they were checked off against a master mailing list. As of March 1985, approximately one hundred and eighty returns had been received, although for a variety of reasons, not all were useable. For example, in some cases the superintendent had delegated the task of completing the survey; such returns were considered void.

In an attempt to realize a more substantial rate of return, a second mailing was sent on April 20, 1985, to all school systems wherein the superintendent or the

administrator of adult education, or both, had not responded. For these follow-up mailings, the returns were requested by May 10, 1985. The second mailing resulted in a return of ninety-four more surveys. Of this number, fifty-six were useable and thirty-eight were voided. The total response was two hundred and seventy-four surveys returned: forty-eight percent of the surveys mailed. Two hundred and sixteen surveys were coded and utilized in the analysis of data. Of the useable returns, there was an even split between superintendents (108 returns or 50%) and adult education administrators (108 returns or 50%).

The raw data on the one hundred and eight adult education administrators revealed that fourteen of that number had classified themselves as "other" when asked to check off the appropriate title on the survey form (The form had provided three options: superintendent, administrator of adults, or other). Respondents who had direct responsibility for ABE programs, as defined in the survey directions, were collapsed into the administrator of adults category. Usually, individuals

who classified themselves as "other" had titles such as: evening school director, director of continuing education, community school director, director of adult education, ABE director, etc. If subordinates for either the superintendent or the administrator of adult education had completed the survey, then the survey was voided and not included in the analysis of data.

The one hundred and eight superintendents represent approximately thirty-eight percent of all public school superintendents in the Commonwealth. Because no comprehensive listing of adult education administrators is maintained by the Massachusetts Department of Education, and because not all public school systems responded, it was impossible to specify the total number of public school adult education administrators in the Commonwealth.

Statistical Analysis

Raw data from the surveys was coded in preparation for computer analysis. Initially, several coding processes were tried utilizing various computer

data management systems. The coding was attempted on a Radio Shack Model II utilizing Profile + and on an Apple IIe using PFS File. The researcher found neither of these programs suitable for the coding process intended. The computer skills thus learned were, nevertheless, a welcome by-product of this initial effort at data analysis. Assistance was sought at the University of Massachusetts' computer center. After an initial meeting with Dr. Trina Hosmer from the center, it was decided that the raw data from the surveys would be coded on the UCC Fortran Coding Form available from the center. The data was then analyzed using the university's main frame computer, running the Statistical Package for the Social Sciences (SPSS). SPSS software was selected because of the variety of manipulations it allows.

The specific statistical procedure chosen to test the hypotheses was the Chi square technique. This procedure was selected because it is particularly appropriate for count data and discrete variables of the kind used extensively in the study. Because SPSS

was unable to provide expected counts for the Chi square contingency tables, the BMDP statistical package was also utilized in the computer data analysis process.

Yuker defined the Chi square as ". . . a statistical test that can be used to compare two frequency distributions or two cross tabulations to see whether there is a significant difference between them. It is used to compare frequencies rather than statistics. Most often it is used to compare a set of observed frequencies with a set of theoretical or hypothetical frequencies" (1958). In this study, the frequencies being compared were responses of public school superintendents and those of public school adult education administrators, across the forty-nine items of the questionnaire. In addition, each of the forty-nine items was "cross-tabbed" by title (Superintendent and adult education administrator) against eight background variables: 1) number of years employed as an administrator; 2) age; 3) sex; 4) highest degree obtained; 5) major area of study; 6)

racial background; 7) number of college semester hours earned in the study of adult education; and 8) school district size.

In the first analysis, the computer, running SPSS, was programmed to produce 2 X 5 contingency tables: two groups, across five points on the scale. SPSS output included counts, row percentages, column percentages, total percentages, raw Chi square, degrees of freedom, number of missing observations, and significance level. The BSMD program was used to generate tables reflecting observed and expected counts.

The second hypothesis required an analysis by title and background variable, against the forty-nine items. To accomplish this analysis, the five point Likert scale (Strongly Agree to strongly disagree) was collapsed to a three point Likert scale: agree, neutral, and disagree. This was done because use of the five point scale with the cross tabbing of each variable against the forty-nine items resulted in a large number of cell counts with less than five and

some with zero counts (For example, when title/sex was crossed tabbed against the items). The small number of female superintendents (9) and female adult education administrators (19) contributed to the low cell counts. Collapsing the scale minimized the occurrence of low cell counts, and for the purpose of this research, did not impair the integrity of the findings. In addition, raw data on each of the background variables was collapsed to produce 4 X 3 contigency tables. For example, the counts of the raw data showed that the respondents could be clearly separated into two groups: those with eight or fewer years of experience, and those with nine or more. The item that elicited this information asked respondents to check off one of these categories (Of years employed): 1) 1-4, 2) 5-8, 3) 9-12, 4) 13-16, 5) 17-20, and 6) 21+. Similarly, each of the eight variables was reorganized to accomodate the Chi square analysis technique.

For a number of questions, including some that required the respondents to rank order their answer, computation of the Chi square was not completed because

respondents interpreted the ranking process differently. Some interpreted the directions for ranking as was intended by the researcher: ranking one, two, three, etc. Others interpreted ranking to mean several responses could receive a ranking of one, several responses could receive a ranking of two, etc. When differences such as these appeared on any of the questions, the Chi square interpretation was not used, and analysis was done by using raw counts and percentages.

C H A P T E R IV

ANALYSIS OF DATA

Prior to the implementation of this research, no comparative study of how Massachusetts public school superintendents and adult education administrators viewed certain thematic issues in adult education had ever been written nor had background variables and such issues been cross-tabbed by title (Superintendent of schools and administrator of adult education). This research project filled this void by testing two hypotheses:

I. There is no significant difference between the perceptions and attitudes expressed by public school superintendents and administrators of adult education regarding various thematic issues in adult education.

Nineteen thematic issues were identified by the researcher. These thematic issues were then classified into seven major themes: 1) Awareness of ABE; 2) Social and Economic Impact of ABE; 3) Certification; 4) Delivery System, Operations, and Status; 5) Funding and Support; 6) Legislation; and 7) The Future of Public

School ABE Programs (Labeled Open Ended Questions on the survey instrument).

II. There is no significant relationship between the following background factors and the perceptions and attitudes expressed by public school superintendents and administrators of adult education toward thematic issues in adult education: 1) number of years employed as an administrator; 2) age; 3) sex; 4) highest degree obtained; 5) major area of study; 6) ethnic and/or racial background; 7) number of college semester hours earned in the study of adult education; and 8) school district size.

A survey instrument, which contained a ten question background sheet and a forty-nine item questionnaire (the questionnaire reflected the nineteen thematic issues arranged under the seven major themes), was sent to Massachusetts public school superintendents and adult education administrators. The questionnaire and the instrument collecting procedures have been discussed in Chapter III.

Five hundred and seventy-four surveys were mailed. Two hundred and seventy-four were returned; of which, two hundred and sixteen surveys were useable.

One hundred and eight useable returns were received from the superintendents, and the same number of useable returns were received from the adult education administrators. The analysis of data is based upon the two hundred and sixteen useable returns. It should be noted, however, that the unduplicated count of school districts represented in the findings is one hundred and fifty-six. This higher figure resulted because a one to one response ratio between superintendents and adult education administrators did not occur in all districts: in other words, sometimes only the superintendent or the adult administrator may have responded to the survey request.

The seven major themes noted in hypothesis I were used for organizing the findings. To facilitate an understanding of the analysis, a five point process is used throughout this chapter for presenting the hypothesis I findings:

1. A brief description of the theme is given
2. An overview of the findings is presented
3. A table of statistical findings is provided for all Likert scale items common to the theme: observed frequencies, expected frequencies, Chi square values, and probability levels. Other

supporting tables, as appropropriate, are also presented. (The seventh major theme, The Future of Public School ABE Programs, is not tabulated like the earlier major themes, since the one item required a yes or no response coupled with an open ended answer.)

4. Thematic issues relevant to the theme are listed
5. Survey items used in the evaluation of the thematic issues are enumerated and specific findings discussed

Following the presentation of hypothesis I findings, hypothesis II is discussed. The minimal required test of significance employed in this study was P.$\leq$ .05. In the tables, items which reached a significance level of .05 or less are highlighted by an asterisk to indicate rejection of the null hypothesis (The analysis included any item for which the probability level was .050 to .059, and levels below .05). Each table for hypothesis I presents the findings taken from individual 2 x 5 contigency tables that were derived from the statisitical analysis of the items. Chi square values and probabilities are not reported for all items; however, items without Chi square values are

discussed and appropriate tables provided. Analysis of non-Chi square items was done primarily on the basis of raw counts and percentages.

The main thrust of the research, as was stated in hypothesis I, was to ascertain whether or not the responses of superintendents and adult education administrators differ on thematic issues in adult education. Hypothesis II was used to reinforce the first hypothesis. If an item failed to reach a significance level of .05 when evaluated under hypothesis I, the evaluation under hypothesis II was reviewed, to determine whether or not adding one or another kind of background information would yield statistically significant results. Table 28, which is a summary of the results of statistical tests for hypotheses I and II by item and background variable, is included in this chapter; hypothesis II statistical tables have been placed in Appendix A.

Most items employ a five point Likert scale format (strongly agree, agree, neutral, disagree, and strongly disagree). For hypothesis II, the two agree and two disagree ratings were combined, to ensure that all frequencies would support comparisons. Title and the eight background variables were used for cross

tabbing the items under the second hypothesis. The cut-off points used for partitioning the background variables were as follows:

1. Administrative experience: eight or fewer years; nine years or more
2. Age: forty-nine years of less; fifty years or more
3. Sex: Male; female
4. Degree: bachelors/masters; CAGS/doctorate
5. Major: administration; all others
6. Race: anglo/American; all others
7. Semester hours in adult education: three or less; four or more
8. School district size: 2,999 or smaller; 3,000 or larger

As an example of the use of the background variables, the data was analyzed by sorting the respondents into four groups: superintendents and adult education administrators with eight or fewer years of administrative experience; and the same two groups with nine or more years of experience.

A few items under the hypotheses involved a yes or no response, some required a rank order response, and a few were open ended - designed to encourage a written response.

Where appropriate, the researcher has used percentages in discussing many of the findings. The percentage figures presented reflect the combined agree rankings or the combined disagree rankings, unless other percentage configurations are specifically noted.

Hypothesis I

There is no significant difference between the perceptions and attitudes expressed by public school superintendents and administrators of adult education regarding various thematic issues in adult basic education.

Awareness of ABE Theme 1.0

Description of Theme

Three thematic issues are associated with this major theme, and eight survey items were used to evaluate them. Specifically, this theme was designed to provide some measure of how both groups of respondents perceive the extent of adult illiteracy and what they think is the level of awareness among the lay population in their communities regarding this issue. In addition, the researcher was interested in what the

respondents thought about the need for related activities involving publicity and image building for ABE programs.

Overview of Findings

(In this overview and those that follow, for each major theme, specific item references are omitted in favor of preserving continuity in a brief narrative that summarizes the major findings.)

Cross tabbing title against the eight items in the awareness theme for hypothesis I resulted in three items reaching the minimal accepted level of significance: two (.059), six (.001), and seven (.001) (See table 1, and related tables 2 and 3).

A majority of the superintendents and adult education administrators agreed that the educational gap is widening between the undereducated and educated adult; but at the community level, adult educators were much more inclined than were the superintendents to view adult illiteracy as a problem. The superintendents and adult education administrators expressed a common belief that the lay population within their communities do not perceive adult illiteracy to be a serious issue, and a majority of both groups

in turn shared a perception that the lay population would estimate the local illiteracy rate to be 10 percent or less. They also expressed a common belief that a perception existed in their communities that schooling is for the young, and they did not think that people are generally aware of the ABE programs that are available. This, in part, may explain why both groups expressed a desire to see the Massachusetts Department of Education conduct a statewide publicity and image building campaign for ABE. However, findings revealed that adult educators were more supportive of this concept than were the superintendents; adult education administrators were also much more supportive of a local publicity and image building effort as well.

TABLE 1

THEME: AWARENESS OF ABE
SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH
CHI-SQUARE VALUES AND PROBABILITY LEVELS

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	χ^2 (P.< .05)*
Superintendent	1	31.00 (31.20)	44.00 (46.10)	9.00 (11.90)	17.00 (13.40)	4.00 (2.50)	5.381 (0.250)
Administrator	1	32.00 (31.80)	49.00 (46.90)	15.00 (12.10)	10.00 (13.60)	1.00 (2.50)	
Superintendent	2	10.00 (16.40)	30.00 (31.90)	16.00 (16.40)	27.00 (23.40)	24.00 (18.90)	9.071 (0.059)*
Administrator	2	23.00 (16.60)	34.00 (32.10)	17.00 (16.60)	20.00 (23.60)	14.00 (19.10	
Superintendent	3	3.00 (4.00)	7.00 (12.50)	27.00 (28.50)	47.00 (44.00)	22.00 (17.00)	8.848 (0.065)
Administrator	3	5.00 (4.00)	18.00 (12.50)	30.00 (28.50)	41.00 (44.00)	12.00 (17.00)	
Superintendent	4	7.00 (7.50)	50.00 (48.80)	7.00 (8.00)	28.00 (31.90)	15.00 (10.90)	4.262 (0.371)
Administrator	4	8.00 (7.50)	48.00 (49.20)	9.00 (8.00)	36.00 (32.10)	7.00 (11.10)	

TABLE 1 - Continued

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	X^2 (P.< .05)*
Superintendent	5	2.00 (4.30)	30.00 (31.10)	27.00 (25.80)	31.00 (30.60)	8.00 (6.20)	3.529 (0.473)
Administrator	5	7.00 (4.70)	35.00 (33.90)	27.00 (28.20)	33.00 (33.40)	5.00 (6.80)	
Superintendent	6	19.00 (34.80)	46.00 (44.80)	26.00 (17.40)	12.00 (8.000	4.00 (2.00)	30.926 (0.001)*
Administrator	6	51.00 (35.20)	44.00 (45.20)	9.00 (17.60)	4.00 (8.00)	0.00 2.00	
Superintendent	7	5.00 (15.30)	29.00 (34.00)	33.00 (28.60)	28.00 (20.20)	9.00 (5.90)	25.806 (0.001)*
Administrator	7	26.00 (15.70)	40.00 (35.00)	25.00 (29.40)	13.00 (20.80)	3.00 (6.10)	

TABLE 2

THEME: AWARENESS OF ABE
ITEM 8A, TITLES BY PERCEPTIONS OF LAY POPULATION'S
ESTIMATES OF STATE ILLITERACY RATE

	State Illiteracy Rate	
Estimated Percentages	Superintendents N =	ABE Administrators N =
5%	6.00	7.00
10%	23.00	18.00
15%	24.00	16.00
20%	18.00	19.00
25%	12.00	11.00
30%	6.00	9.00
35%	4.00	3.00
40%	4.00	7.00
	Totals N = 97.00	Totals N = 90.00

TABLE 3

THEME: AWARENESS OF ABE
ITEM 8B, TITLES BY PERCEPTIONS OF LAY POPULATION'S
ESTIMATES OF COMMUNITY ILLITERACY RATE

	Community Illiteracy Rate	
Estimated Percentages	Superintendents N =	ABE Administrators N =
5%	40.00	39.00
10%	26.00	20.00
15%	7.00	10.00
20%	10.00	11.00
25%	7.00	5.00
30%	5.00	6.00
35%	1.00	4.00
40%	1.00	4.00
Total N =	97.00	Total N = 99.00

Specific Analyses of Thematic Issues 1.1 - 1.3

Thematic issue 1.1

There is no significant difference between the perceptions held by superintendents and adult education administrators regarding the extent of the adult illiteracy problem.

Item 1: The educational gap is widening between the undereducated and educated adult

The probability level reached on item one was .250. Because of the high degree of congruence in response between superintendents and adult education administrators there was no statistically significant difference on the item: 71.4 percent of the superintendents and 75.7 percent of the adult education administrators agreed that the educational gap is widening between the undereducated and educated adult.

Item 2: Adult illiteracy and the undereducation of adults is a problem in my community

The probability level reached on item two was .059. One hundred and seven superintendents and 108 adult education administrators answered item two. Fifty-two percent (52.8%) of the adult education

administrators expressed a belief that adult illiteracy and the undereducation of adults was a problem in their communities; whereas only 37.3 percent of the superintendents expressed a similar belief.

Thematic issue 1.2

There is no significant difference between superintendents and the adult education administrators regarding their perceptions of how their communities view adult illiteracy and the undereducation of adults.

Item 3: The people in my community see adult illiteracy and the undereducation of adults as a problem.

Because on item three the disagree rankings for superintendents and adult education administrators were 65.1 percent and 50 percent respectively, the probability level was .065, approaching the .05 cut-off level. The finding indicates that fewer superintendents than adult education administrators perceive the people in their community as recognizing adult illiteracy and under education as a problem.

Item 8: Given the following estimates of adults 16 years of age an older, who are no longer in school and lack a high school diploma, which estimate would people in your community select?

For item eight (Part A [State] and Part B [Community]), the Chi square level of significance was not used in the analysis. However, raw count data in Tables 2 and 3 show that both groups of administrators believe the lay population would estimate that the adult illiteracy problem is much more pronounced at the state than at their local level. For example, in Table 2, which displays estimated state illiteracy rates, only six superintendents and seven adult education administrators selected the 5 percent estimated ranking; whereas, forty superintendents and thirty-nine adult education administrators selected the 5 percent ranking for their local level, as shown in Table 3.

Of course, for some communities such low estimates of the community's adult illiteracy rate, may reflect the level of illiteracy. It is important to note, however, that if large numbers of superintendents have a perception that the people in their communities do not believe adult illiteracy is a local problem then they themselves will be less apt to expend their time and energy in this area. This researcher believes that, in part, such perceptions account for the minimal status of ABE that was discussed in Chapter II.

Thematic issue 1.3

There is no significant difference between superintendents and the adult education administrators regarding the need for a program of publicity and image building for ABE.

Item 4: There is a perception in my community that schooling is for the young.

The probability level reached on item four was .371: as shown in the table, the two groups returned basically the same response across all five categories.

Item 5: In my community, most people are aware of the public school ABE programs that are available.

The probability level reached on item five was .473. As in the previous item, the two groups remained consistent in the rankings. The combined neutral and disagree responses serve to lend support to the contention that the lay population may only have a minimal awareness regarding adult illiteracy and the programs that are designed to serve this target population.

Item 6: The Massachusetts Department of Education should conduct a statewide program of publicity and image building for ABE.

The level of significance obtained on item six was .001. An overwhelming 87.9 percent of the adult education administrators agreed with the item. And, while the findings support the notion that superintendents would also welcome a state effort in this regard, their combined agree rankings were at the 60.8 percent level.

Item 7: Our school district should conduct a local program of publicity and image building for ABE.

On item seven a significance level of .001 was reached. There was a pronounced difference in how superintendents and adult education administrators responded to the question. The adult education administrators heavily favored having their school districts conduct local programs of publicity and image building for ABE: 61.7 percent of them selected the agree rankings as compared with only 32.7 percent of the superintendents. These results indicate that adult education administrators may encounter difficulty getting the support of their superintendents for initiating local publicity campaigns that are specifically designed for the ABE program.

Social and Economic Impact of ABE Theme 2.0

Description of theme

One thematic issue emerged for this major theme, and eight items were used for evaluation of the issue. The items were designed to elicit responses from both groups that would provide some insight into how these decision-makers viewed the impact of ABE programs on social and economic issues. The researcher was also interested in how the respondents perceived the efforts of their school district to help prepare the ABE target population for employment opportunities.

Overview of findings

Cross tabbing title against the eight items in the theme resulted in seven of the eight items reaching the minimal accepted level of significance: nine (.017), ten (.001), eleven (.008), thirteen (.001), fourteen (.004), fifteen (.002), and sixteen (.007) (See tables 4 and 5).

Superintendents and adult education administrators expressed a belief that adult basic education programs do have a positive impact on social and economic issues. The response pattern to

the items revealed that adult education administrators generally recorded a higher percentage of agreement on the items than did the superintendents. For example, both groups perceive the ability of the business sector to successfully compete in the economic market as being threatened by the large number of undereducated adults in the population; however, 42.4 percent of the superintendents recorded agreement on the item, whereas, 57 percent did so among the adult education administrators. Similarly, while 67.3 percent of the superintendents indicated that ABE programs could reduce the welfare roles, 87.8 percent of the adult education administrators expressed this same belief. A similar pattern was recorded on items that referred to ABE programs helping to reduce crime rates, generating support for K-12 programs, and impacting on the education of children. Both the superintendents and adult education administrators indicated that they felt their school districts did little in the way of helping undereducated adults prepare for employment opportunities. A higher percentage of the superintendents held this view than did adult education administrators.

TABLE 4

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH
CHI-SQUARE VALUES AND PROBABILITY LEVELS

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	x^2 (P.< .05)*
Superintendent	9	8.00 (11.40)	37.00 (41.30)	17.00 (19.90)	42.00 (30.90)	2.00 (2.50)	12.008 (0.017)*
Administrator	9	15.00 (11.60)	46.00 (41.70)	23.00 (20.10)	20.00 (31.10)	3.00 (2.50)	
Superintendent	10	12.00 (22.50)	60.00 (60.50)	20.00 (13.00)	15.00 (9.50)	0.00 (1.50)	26.715 (0.001)*
Administrator	10	33.00 (22.50)	61.00 (60.50)	6.00 (13.00)	4.00 (9.50)	3.00 (1.50)	
Superintendent	11	7.00 (15.50)	61.00 (60.00)	31.00 (25.00)	7.00 (6.00)	1.00 (.50)	13.569 (0.008)*
Administrator	11	24.00 (15.50)	59.00 (60.00)	19.00 (25.00)	5.00 (6.00)	0.00 (.50)	
Superintendent	12	12.00 (17.50)	61.00 (59.00)	22.00 (17.50)	11.00 (12.50)	1.00 (0.50)	7.267 (0.122)
Administrator	12	23.00 (17.50)	57.00 (59.00)	13.00 (17.50)	14.00 (12.50)	0.00 (.50)	

TABLE 4 - Continued

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	x^2 (P.< .05)*
Superintendent	13	27.00 (39.30)	72.00 (63.20)	5.00 (3.00)	3.00 (1.50)	... ...	15.849 (0.001)*
Administrator	13	52.00 (39.70)	55.00 (63.80)	1.00 (3.00)	0.00 (1.50)	... ...	
Superintendent	14	9.00 (19.40)	54.00 (55.20)	32.00 (24.40)	10.00 (6.50)	1.00 (.50)	20.746 (0. 004)*
Administrator	14	30.00 (19.60)	57.00 (55.80)	17.00 (24.60)	3.00 (6.50)	0.00 (.50)	
Superintendent	15	4.00 (12.40)	53.00 (57.20)	38.00 (27.40)	10.00 (9.00)	2.00 (1.00)	22.501 (0. 002)*
Administrator	15	21.00 (12.60)	62.00 (57.80)	17.00 (27.60)	8.00 (9.00)	0.00 (1.00)	

TABLE 5

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
Item 16, SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH CHI-SQUARE VALUE AND PROBABILITY LEVEL

	Item	Very Strongly	Strongly	Moderately	Minimally	Very Minimally	x^2 (P.<.05)*
Superintendent	16	3.00 (5.00)	11.00 (16.50)	26.00 (30.00)	31.00 (29.00)	34.00 (24.50)	13.977 (0.007)*
Administrator	16	7.00 (5.00)	22.00 (16.50)	34.00 (30.00)	27.00 (29.00)	15.00 (24.50)	

Specific Analyses of Thematic Issue 2.0

Thematic issue 2.0

There is no significant difference between superintendents and adult education administrators regarding the impact that ABE programs have on various societal concerns (e.g. economy, employment, welfare, crime, and support for K-12 education).

Item 9: The ability of the business sector to successfully compete in the economic market is being threatened by the significant number of undereducated adults in the population.

A probability level of .017 was reached on this item. Table 4 shows that the observed agree counts for superintendents were less than the expected counts; whereas for the adult education administrators, the agree counts were more than the statistically expected counts. In terms of percentages, it was found that 42.4 percent of the superintendents agreed with the item; whereas 57 percent of the adult education administrators agreed with the item.

Item 10: State welfare roles could be substantially reduced by providing a comprehensive adult basic education program to welfare recipients.

A probability level of .001 was reached on this item. The agree rankings given on item ten show that a

majority of both superintendents and adult education administrators support the contention that a comprehensive adult education program could result in substantially reducing the welfare roles. However, the percentage of the adult education administrators who shared this view (87.8%) was much higher than the percentage of superintendents who held the same view (67.3%). In addition, while the 67.3% agree ranking given by the superintendents shows that they believe ABE programs can help to reduce the welfare roles, it must be pointed out that their observed agree count (72) was less than the statistically expected agree count (83.0). The opposite was true for the adult education administrators - the observed agree count (94) was higher than the number expected (83.0).

Item 11: A comprehensive adult basic education program for Massachusetts' undereducated adult population would help to reduce the state's crime rate.

A probability level of .008 was reached on this item. Both groups expressed a common belief that ABE programs can help to reduce the state's crime rate: 63.5 percent of the superintendents and 77.5 percent of the adult education administrators. Adult education administrators are more inclined to strongly agree with the item (22.4%)

that are superintendents (6.5%). For superintendents, the observed agree count (68) was less than the expected agree count (75.50): for adult education administrators, the opposite held true - the observed frequency (83) was higher than the expected frequency (75.50). A higher percentage of the superintendents also selected the neutral rankings (29%) than did the adult education administrators (17.8%).

Item 12: Public school adult basic education programs help to gain public support for the general K-12 program.

The probability level for this item was .122; thus, it failed to reach the minimal accepted level of significance. The agree rankings for both groups of respondents were closely matched: 68.2% for the superintendents and 74.8% for the adult education administrators. These results indicate that both groups share a confidence that ABE programs do gain public support for the general K-12 program.

Item 13: The participation of undereducated adults in adult basic education programs has a positive impact on their children's schooling.

This item reached a probability level of .001. Agree rankings for the item show that the majority of superintendents (92.5%) and adult education

administrators (99%) believe that the participation of undereducated adults in ABE programs has a positive impact on the children of the ABE target population. However, they differed sharply on the strongly agree ranking. For the superintendents, the strongly agreed observed frequency was (27) which was less than the expected frequency (39.3). For the adult educators, the reverse finding was true: the observed was (52) and the expected (39.7).

Item 14: Many of Massachusetts' undereducated adult population are UNABLE to qualify for state and federal job training programs because of their inadequate basic academic skills.

This item reached a probability level of .004. A majority of both superintendents and adult education administrators agreed that many of Massachusetts' undereducated adult population, because of inadequate basic skills, are unable to qualify for state and federal job training programs. However, only 59.4 percent of the superintendents share this belief, compared to 81.3 percent of the adult education administrators. And, as Table Four shows, the observed agree counts for the superintendents were less than the expected counts; whereas the reverse was true for the adult education administrators.

Item 15: ABE programs are among the most important means for effecting social change (e.g. crime, welfare, poverty, etc.).

This item reached a probability level of .002. The majority of the respondents from both groups agreed with the statement: 53.2% of the superintendents and 76.8% of the adult education administrators. But, as with item fourteen, the observed agree frequency for the superintendents was less than the expected frequency; and again, the reverse was true for the adult education administrators.

Item 16. To what degree do you feel your school district is positively responding in helping undereducated adults prepare for the labor market?

This item reached a probability level of .007. The majority of superintendents and the larger number of adult education administrators recorded minimal rankings for this item - 61.9 percent of the superintendents and 40.1 percent of the adult education administrators.

Certification and Employment Theme 3.0

Description of theme

Two thematic issues are associated with the certification and employment theme, and five items were used to evaluate these issues. The items were designed to elicit responses from both groups that would provide some insight into how these decision-makers view issues involving the certification and employment of individuals seeking to become professional adult education administrators and teachers.

Overview of findings

Of the five items in the certification theme, two items reached the minimal accepted level of significance: seventeen (.014) and twenty-one (.049) (See table 6).

Adult education administrators recorded a higher percentage of agreement than did the superintendents on four of the five items. Over two-thirds of the adult education administrators indicated that teachers of undereducated adults should differ from K-12 teachers in academic background and methods of teaching;

whereas, half of the superintendents expressed a similar belief. Less than 50 percent of the superintendents felt that the Massachusetts Department of Education should establish a certification process for prospective ABE teachers; 50.5 percent of the adult education administrators recorded agreement on this issue. Both groups had reservations about establishing a certification process for adult education administrators: 33.6 percent of the superintendents and 47.2 percent of the adult education administrators agreed with the concept. The superintendents and adult education administrators recorded similar ratings on item 20 which stated that applicants for professsional positions in ABE should have course work in adult education. Approximately 50 percent of each group agreed on this issue, and the other 50 percent were neutral or opposed. Adult educators (46.3%) were more inclined than superintendents (34.9%) to indicate that prior experience in an ABE program or similar setting was an important hiring consideration for professional positions in ABE programs.

TABLE 6

THEME: CERTIFICATION
SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH
CHI-SQUARE VALUES AND PROBABILITY LEVELS

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	X^2 (P.< .05)*
Superintendent	17	5.00 (11.40)	49.00 (51.80)	24.00 (17.90)	28.00 (24.90)	1.00 1.00	12.410 (0.014)*
Administrator	17	18.00 (11.60)	55.00 (52.20)	12.00 (18.10)	22.00 (25.10)	1.00 (1.00)	
Superintendent	18	7.00 (12.10)	40.00 (38.70)	25.00 (22.60)	31.00 (29.60)	4.00 (4.00)	4.987 (0.288)
Administrator	18	17.00 (11.90)	37.00 (38.30)	20.00 (22.40)	28.00 (29.40)	4.00 (4.00)	
Superintendent	19	6.00 (10.50)	30.00 (32.70)	29.00 (24.60)	32.00 (31.60)	10.00 (7.50)	7.573 (0.108)
Administrator	19	15.00 (10.50)	35.00 (32.30)	20.00 (24.40)	31.00 (31.40)	5.00 (7.50)	
Superintendent	20	6.00 (9.00)	49.00 (45.30)	22.00 (21.40)	24.00 (25.90)	6.00 (5.50)	2.956 (0.565)
Administrator	20	12.00 (9.00)	42.00 (45.70)	21.00 (21.60)	28.00 (26.10)	5.00 (5.50)	

TABLE 6 - Continued

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	X^2 (P.< .05)*
Superintendent	21	2.00 (6.40)	35.00 (36.70)	29.00 (29.20)	34.00 (29.70)	6.00 (4.00)	9.513 (0.049)*
Administrator	21	11.00 (6.60)	39.00 (37.30)	30.00 (29.80)	26.00 (30.30)	2.00 (4.00)	

Specific Analyses of Thematic Issues 3.1 - 3.2

Thematic issue 3.1

There is no significant difference between superintendents and directors regarding the need for a certification process for adult educators.

Item 18: The Massachusetts Department of Education should establish an adult basic education certification process for individuals who desire to teach in ABE programs.

The probability reached on this item was .288. While a larger number of both groups favored the Massachusetts Department of Education establishing a certification process for adult educators, the numbers did not reflect a majority for either group: 43.9 percent of the superintendents and 50.9 percent of the adult education administrators agreed that certification for adult educators should be established - coversely, 32.7 percent of the superintendents and 30.1 percent of the adult education administrators expressed opposition to the idea of certification. The remaining rankings were for the neutral position - 23.4 percent of the superintendents and 18.9 percent of the adult education administrators.

Item 19: The Massachusetts Department of Education should establish an adult basic education certification process for individuals who desire to administer ABE programs.

The probability reached on this item was .108. Only 5.6 percent of the superintendents strongly agreed with this item; whereas, 14.2 percent of the adult education administrators strongly agreed. Here again, the combined agree rankings suggest that a larger number from both groups favor the idea of certification; however, the numbers were less than a majority of respondents - 33.6 percent of the superintendents and 47.2 percent of the adult education administrators. Thus, both groups see less need for administrators of adult education to be certified in adult basic education than they do for teachers.

Thematic issue 3.2

There is no significant difference between superintendents and directors regarding required employment factors for adult educators (e.g. academic background, methods of teaching, and experience).

Item 17: Teachers of undereducated adults should differ from K-12 teachers in academic background and methods of teaching.

The probability level reached on this item was .014. Only 4.7 percent of the superintendents strongly

agreed that teachers of undereducated adults should differ from K-12 teachers in academic background and methods of teaching. Of the adult education administrators, 16.7 percent gave this item a ranking of strongly agreed. When the agree rankings were combined, the superintendent rankings were 50.5 percent and the rankings for the adult education administrators were 67.6 percent. While the majority of adult education administrators and the larger number of superintendents agreed that teachers of adults should differ from K-12 teachers in academic background and methods of teaching, a higher percentage of the adult education administrators saw this need than superintendents. The combined rankings for neutral, disagree, and strongly disagree on this item were 45.5% percent for the superintendents and 32.4% for the adult education administrators.

Item 20: Applicants for professional positions in ABE should have course work in adult education in order to be considered for employment.

The probability level reached on this item was .565. The responses of both groups were very similar on the item: 50.1 percent of the superintendents and 50 percent of the adult education administrators thought

course work in adult education should be considered when hiring professional adult educators. However, it is important to note that 28 percent of the superintendents either disagreed or strongly disagreed with the item and another 20.6 percent were neutral. A similar combined disagree ranking for adult education administrators came to 30.5 percent and the neutral ranking was 19.4 percent.

Item 21: Applicants for professional positions in ABE programs should have prior experience in working with adults in an ABE program or similiar program setting.

A probability level of .049 was reached on this item. A higher percentage of the adult administrators (10.2%) than superintendents (1.9%) strongly agreed that prior experience in working with adults in an ABE program or similar setting was important when considering applicants for professional positions in ABE. Combining the agree rankings for the superintendents, revealed that only 34.9 percent of them think such experience is important. Conversely, 37.8 percent of the superintendents disagree that such experience is important and 27.4 percent selected the neutral ranking. Combining the same rankings for the adult education administrators, strongly disagree and

disagree, resulted in 26 percent indicating such experience was not necessary. And, like the superintendents, a large number of the adult education administrators (27.8%) selected a ranking of neutral for this item.

Delivery System, Operations, and Status Theme 4.0

Description of theme

Fifteen items on the survey instrument were used to evaluate nine thematic issues, which were concerned with the delivery system, operations, and status of ABE programs. The researcher sought to obtain an insight into how the respondents viewed such issues as the integration of vocational education with ABE programs, the proliferation of non-public school ABE programs, ABE program linkages, institutions best suited to operate ABE programs, the status of ABE education in public schools, philosophy and goal setting for ABE, staffing patterns, and ABE advisory councils.

Overview of findings

Fifteen survey items were associated with the Delivery System, Operations, and Status theme. When title was cross tabbed against the items, four items reached the minimal accepted level of significance: twenty-five (.047), twenty-six (.002), thirty (.010), and thirty-five (.048). (See Tables 7-20).

A majority of the adult education administrators expressed a belief that ABE programs should be integrated with vocational training programs, and 49 percent of the superintendents expressed a similar belief. However, the findings suggest that integration of vocational education with ABE programs is not widely practiced in public school ABE programs. The majority of the superintendents and the larger number of adult education administrators selected a neutral response when asked whether or not financial support of non-public school ABE programs with federal funds adversely affects public school ABE programs. Similarly, the respondents tended to select the neutral response when asked whether the proliferation of non-public school ABE programs adversely affects public school ABE programs. Both groups shared a common view that ABE programs should establish linkages with community agencies and businesses, and they both indicated that linkages established by their ABE programs have contributed to program success. The costs incurred in establishing linkages was given a moderate rating by the respondents. In ranking agencies best suited to operate ABE programs, the respondents were in total agreement. They considered public schools as the most

appropriate institution to provide ABE services. In decreasing frequency of rankings, regional consortium of public schools, state community colleges, and state colleges/universities were considered by the respondents to be next best suited to operate ABE programs. "Agency of municipal government" was ranked least suited to operate such programs.

While superintendents and adult education administrators ranked the public schools as the most appropriate institution for the delivery of ABE services, they each acknowledged that the status of ABE education in Massachusetts public school systems is considered peripheral. When asked to rank the agencies or persons that should be responsible for stating the ABE philosophy and goals, the superintendents and adult education administrators selected state government, public schools, and adult education staff for their top three choices: however, they differed in ordering the three choices. Superintendents selected the state government for the number one position and adult education administrators selected the public schools.

The full-time/part-time staffing pattern for both adult education teachers and administrators was

selected by the larger number of both respondents. When asked to rank order the reasons why a part-time staffing pattern prevails in most ABE programs, adult education administrators cited inadequate funding for three of their four top reasons; whereas, superintendents cited funding only once among their top four reasons.

ABE advisory councils were also considered under this theme, but the number of respondents who answered the survey items involving ABE advisory councils was limited. The pattern of responses from both groups suggest that many ABE programs lack an advisory council, yet a strong majority of both groups reflected a general belief that such councils can contribute significantly to the success of the ABE program.

TABLE 7

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH
CHI-SQUARE VALUES AND PROBABILITY LEVELS

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	x^2 (P.< .05)*
Superintendent	22	9.00 (12.90)	42.00 (44.30)	33.00 (27.90)	20.00 (17.40)	2.00 (3.50)	6.525 (0.163)
Administrator	22	17.00 (13.10)	47.00 (44.70)	23.00 (28.10)	15.00 (17.60)	5.00 (3.50)	
Superintendent	24	5.00 (9.90)	20.00 (19.20)	58.00 (52.70)	18.00 (18.20)	2.00 (3.00)	6.435 (0.169)
Administrator	24	15.00 (10.10)	19.00 (19.80)	49.00 (54.30)	19.00 (18.80)	4.00 (3.00)	
Superintendent	25	5.00 (8.50)	22.00 (24.50)	60.00 (49.50)	18.00 (22.00)	1.00 (1.50)	9.635 (0.047)*
Administrator	25	12.00 (8.50)	27.00 (24.50)	39.00 (49.50)	26.00 (22.00)	2.00 (1.50)	
Superintendent	26	23.00 (35.30)	76.00 (63.70)	6.00 (5.50)	0.00 (.50)	... ...	14.389 (0.002)*
Administrator	26	48.00 (35.70)	52.00 (64.30)	5.00 (5.50)	1.00 (.50)	... ...	

TABLE 7 - Continued

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	x^2 (P.< .05)*
Superintendent	27	5.00 (6.40)	17.00 (16.70)	14.00 (13.60)	2.00 (1.50)	1.00 (.80)	0.919 (0.921)
Administrator	27	12.00 (10.60)	27.00 (27.30)	22.00 (22.40)	2.00 (2.50)	1.00 (1.20)	
Superintendent	30	7.00 (15.00)	69.00 (63.00)	22.00 (22.00)	7.00 (5.00)	... ...	11.276 (0.010)*
Administrator	30	23.00 (15.00)	57.00 (63.00)	22.00 (22.00)	3.00 (5.00)	... ...	

TABLE 8

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 23, TITLE BY VOCATIONAL/ABE PROGRAM INTEGRATION
OBSERVED AND (EXPECTED) FREQUENCIES WITH
CHI-SQUARE VALUE AND PROBABILITY LEVEL

	Superintendents N =	ABE administrators N =	x^2 (P.< .05)*
Integrated	8.00 (5.60)	7.00 (9.40)	1.239 (0.265)
Not integrated	31.00 (33.40)	59.00 (56.60)	

TABLE 9

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 28A, TITLE BY ESTIMATES OF COST OF LINKAGES BETWEEN ABE PROGRAMS AND BUSINESS SECTOR, HUMAN SERVICE AGENCIES, ETC.

	Cost	
	Superintendent N = 82	ABE administrator N =74
Very high	5.00	15.00
High	18.00	15.00
Moderate	36.00	34.00
Low	12.00	8.00
Very low	11.00	10.00

TABLE 10

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 28B, ESTIMATES OF BENEFITS OF LINKAGES BETWEEN ABE PROGRAMS AND BUSINESS SECTOR, HUMAN SERVICE AGENCIES, ETC.

	Benefit	
	Superintendent N = 83	ABE Administrator N = 79
Very high	14.00	15.00
High	34.00	28.00
Moderate	26.00	25.00
Low	5.00	5.00
Very low	4.00	6.00

TABLE 11

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 29, RANKINGS OF AGENCIES BEST SUITED TO OPERATE ABE PROGRAMS
DECREASING FREQUENCIES OF RANKINGS
(SUPERINTENDENTS)

Agency	Rank Given 1	2	3	4	5	6	7	8	Superintendent N =
Public schools	55.00	24.00	10.00	4.00	3.00	2.00	0.00	1.00	99.00
Regional consortium of public schools	26.00	25.00	17.00	8.00	6.00	5.00	3.00	3.00	93.00
State community colleges	21.00	22.00	25.00	13.00	6.00	4.00	0.00	1.00	21.00
State Colleges/ universities	2.00	6.00	18.00	24.00	8.00	14.00	14.00	2.00	88.00
Community based Organizations	2.00	8.00	9.00	17.00	17.00	6.00	9.00	0.00	75.00
Business/industry sector	4.00	11.00	7.00	4.00	11.00	16.00	14.00	12.00	79.00
Private education institutions	1.00	3.00	3.00	12.00	20.00	18.00	15.00	10.00	82.00
Agency of municipal government	1.00	3.00	6.00	3.00	9.00	9.00	13.00	22.00	66.00

Note: The sum of ranks 1, 2, and 3 for each institution was used to determine high to low order.

TABLE 12

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 29 RANKINGS OF AGENCIES BEST SUITED TO OPERATE ABE PROGRAMS
DECREASING FREQUENCIES OF RANKINGS
(ADULT EDUCATION ADMINISTRATORS)

Agency	Rank Given 1	2	3	4	5	6	7	8	ABE Administrators N =
Public schools	75.00	9.00	7.00	5.00	2.00	0.00	0.00	0.00	98.00
Regional consortium of public schools	14.00	34.00	14.00	7.00	3.00	4.00	3.00	0.00	79.00
State community colleges	14.00	21.00	17.00	10.00	8.00	4.00	7.00	0.00	81.00
State colleges/ universities	7.00	10.00	14.00	15.00	8.00	13.00	5.00	5.00	77.00
Community based organizations	6.00	11.00	12.00	12.00	9.00	5.00	10.00	6.00	71.00
Business/industry sector	5.00	8.00	5.00	6.00	10.00	14.00	10.0	10.00	68.00
Private education institutions	3.00	9.00	4.00	6.00	16.00	12.00	9.00	7.00	66.00
Agency of municipal government	2.00	3.00	6.00	11.00	5.00	6.00	8.00	12.00	53.00

Note: The sum of ranks 1, 2, and 3 for each institution was used to determine high to low order.

TABLE 13

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 31, RANKINGS OF AGENCIES AS APPROPRIATELY RESPONSIBLE FOR STATING ABE PHILOSOPHY AND GOALS
DECREASING FREQUENCY OF RANKINGS
(SUPERINTENDENTS)

	Rank Given								Superintendent N =
	1	2	3	4	5	6	7	8	
State government	42.00	13.00	8.00	5.00	7.00	5.00	14.00	0.00	94.00
Public school	25.00	17.00	16.00	16.00	6.00	2.00	1.00	2.00	85.00
Adult education staff	15.00	20.00	10.00	11.00	11.00	10.00	2.00	0.00	79.00
Local government	8.00	19.00	14.00	3.00	8.00	13.00	7.00	5.00	77.00
Adult student participants	14.00	11.00	10.00	11.00	17.00	10.00	6.00	2.00	81.00
Federal government	4.00	10.00	10.00	8.00	2.00	10.00	8.00	26.00	78.00
Adult professional associations	5.00	6.00	10.00	13.00	11.00	3.00	14.00	13.00	75.00
ABE college professors	2.00	1.00	11.00	13.00	13.00	15.00	9.00	9.00	73.00

Note: The sum of ranks 1, 2, and 3 for each category was used to determine high to low order.

TABLE 14

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 31, RANKINGS OF AGENCIES AS APPROPRIATELY RESPONSIBLE FOR STATING ABE PHILOSOPHY AND GOALS
DECREASING FREQUENCY OF RANKINGS
(ADULT EDUCATION ADMINISTRATORS)

	Rank Given								ABE administrator N =
	1	2	3	4	5	6	7	8	
Public schools	32.00	24.00	19.00	9.00	8.00	1.00	0.00	0.00	93.00
State government	33.00	20.00	4.00	7.00	8.00	8.00	10.00	1.00	91.00
Adult education staff	18.00	22.00	14.00	8.00	5.00	10.00	4.00	1.00	82.00
Adult professional Associations	3.00	11.00	6.00	9.00	9.00	11.00	8.00	14.00	71.00
Local government	12.00	10.00	17.00	14.00	8.00	10.00	9.0	3.00	83.00
Adult student participants	11.00	12.00	12.00	8.00	10.00	7.00	5.00	13.00	78.00
Federal government	17.00	7.00	7.00	8.00	7.00	7.00	9.00	17.00	70.00
ABE college professors	3.50	5.00	8.00	12.00	10.00	8.00	15.00	7.00	68.00

Note: The sum of ranks 1, 2, and 3 for each category was used to determine high to low order.

TABLE 15

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 32, TITLE BY PROFESSIONAL STAFFING PATTERN MOST APPROPRIATE FOR ABE PROGRAM

	Superintendents N =	ABE administrators N =
Teachers		
Full time staff only	4.00	4.00
Part time staff only	41.00	38.00
Full time and part time staff	54.00	57.00
Administrators		
	N =	N =
Full time staff only	13.00	27.00
Part time staff only	42.00	28.00
Full time and part time staff	44.00	46.00

TABLE 16

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 33, REASONS FOR PART-TIME STAFFING IN ABE PROGRAMS
IN DECREASING ORDER OF COMBINED "AGREE" RESPONSES
(SUPERINTENDENTS)

	SA	A	N	D	SD	N =
Part-time pattern more cost effective than full-time pattern	17.00	57.00	10.00	11.00	0.00	95.00
Part-time staffing pattern allow program flexibility to better meet student needs	16.00	54.00	14.00	11.00	1.00	96.00
Inadequate local funding	15.00	50.00	14.00	9.00	3.00	91.00
Secondary status of ABE programs with school decision-makers	10.00	47.00	16.00	15.00	4.00	92.00
Inadequate state funding	10.00	46.00	17.00	14.00	3.00	90.00
Inadequate federal funding	10.00	44.00	17.00	15.00	3.00	89.00
No significant difference in quality of educational services provided by full-time vs. part-time staff	9.00	20.00	35.00	24.00	5.00	93.00
ABE administrators prefer that their programs have a part-time staffing pattern	0.00	14.00	52.00	18.00	5.00	89.00

TABLE 17

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 33, REASONS FOR PART-TIME STAFFING IN ABE PROGRAMS
IN DECREASING ORDER OF COMBINED "AGREE" RESPONSES
(ADULT EDUCATION ADMINISTRATORS)

	SA	A	N	D	SD	N =
Inadequate local funding	32.00	44.00	9.00	7.00	2.00	94.00
Part-time pattern more cost effective than full-time pattern	24.00	50.00	15.00	8.00	3.00	100.00
Inadequate state funding	30.00	44.00	10.00	7.00	3.00	94.00
Inadequate federal funding	29.00	41.00	11.00	11.00	2.00	94.00
Secondary status of ABE programs with school decision-makers	33.00	36.00	15.00	7.00	3.00	94.00
Part-time staffing pattern allows program flexibility to better meet student needs	12.00	51.00	18.00	13.00	4.00	98.00
No significant difference in quality of educational services provided by full-time vs. part-time staff	5.00	28.00	28.00	25.00	10.00	96.00
ABE administrators prefer that their programs have a part-time staffing pattern	7.00	24.00	33.00	24.00	6.00	94.00

TABLE 18

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 34, NUMBER OF RESPONDENTS WHOSE ABE PROGRAM
HAS AN ADVISORY COUNCIL

	Superintendents N =	ABE administrators N =
Council	16.00	30.00
No Council	25.00	33.00

TABLE 19

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 35, CONTRIBUTION POTENTIAL OF ADVISORY COUNCILS
OBSERVED AND (EXPECTED) FREQUENCIES WITH THE CHI-SQUARE VALUE
AND PROBABILITY LEVEL

	Superintendents N =	ABE administrators N =	X^2 (P. < .05)*
Can Contribute	86.00 (80.30)	77.00 (82.70)	3.907 (0.048)*
Cannot Contribute	11.00 (16.70)	23.00 (17.30)	

TABLE 20

DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 36, RATINGS OF ADVISORY COUNCIL'S CONTRIBUTION
TO SUCCESS OF ABE PROGRAM

	Superintendents	ABE administrators
	N =	N =
Very significant contribution	4.00	2.00
Significant contribution	9.00	15.00
Minimal contribution	6.00	16.00

Specific Analyses of Thematic Issues 4.1 - 4.9

Thematic issue 4.1

There is no significant difference between superintendents and directors regarding the need to integrate ABE programs with vocational training programs.

Item 22: Adult basic education programs should be integrated with vocational training programs

This item reached a probability level of .163; thus, it failed to obtain the minimal accepted test of significance (See table 7). The data supports the contention that the larger percentage of the superintendents (48.1%) and a majority of adult education administrators (59.8%) favor integration of ABE programs with vocational training programs.

Item 23: Our ABE programs are integrated with vocational education training activities

This item reached a probability level of .265 (See table 8). A high percentage of superintendents (79.5%) and adult education administrators (89.4%) indicated that their ABE programs were not integrated with vocational training programs.

Thematic issue 4.2

There is no significant difference between superintendents and directors regarding their attitudes towards non-public, community-based ABE programs.

Item 24: The financial support of non-public school, community based ABE programs with federal ABE funds (P.L. 95-561, ABE Act) adversely affects public school ABE programs

The probability level reached on this item was .169; and thus, it did not reach the minimal accepted level of significance. When agree rankings were combined for this item, only 36.5 percent of the superintendents and 32.1 percent of the adult education administrators indicated that such funding practices were adversely affecting public school ABE programs. A large percentage of each group selected the neutral rank for this item - superintendents (56.3%) and adult education administrators (46.2%).

Item 25: The proliferation of non-public school ABE programs adversely affects public school ABE

A probability level of .047 was reached on the item. A higher percentage of the adult education administrators (36.8%) than superintendents (25.5%)

feel that the proliferation of non-public school, ABE programs adversely affects public school ABE. As shown in table 7, the observed neutral frequency for superintendents (60) was much higher than the expected neutral frequency (49.50), and while for adult education administrators the neutral observed was less than the expected, it was still substantial (49.50).

Thematic issue 4.3

There is no significant difference between superintendents and directors regarding their attitudes towards ABE programs linking with other institutions and businesses.

Item 26: ABE programs should establish linkages with a wide variety of community elements (e.g. businesses, human service agencies, etc.)

A probability level of .002 was reached on item twenty-six. Both groups agreed that ABE programs should establish linkages with a wide variety of community elements. Combined agree rankings showed that 94.3 percent of the superintendents and 94.4 percent of the adult education administrators favored the linkage concept. When only the strongly agree

ranking was considered, an apparent difference in the degree of support for this concept was clearly discernible: only 21.9 percent of the superintendents selected this ranking while 45.3 percent of the adult administrators made the same selection.

Item 27: Linkages established by our ABE program have been important to the program's success

This item reached a probability level of .921; thus, it failed to obtain the minimal accepted level of significance. Combined agree rankings show that a majority of both groups - 56.4 percent of the superintendents and 61 percent of the adult administrators - believe that linkages have been helpful to their programs; however, a substantial number of the respondents also selected the neutral ranking: 35.9 percent of the superintendents and 34.4 percent of the adult education administrators.

Item 28: ABE program linkages with the business sector, human service agencies,and others may be characterized as follows: COST = COST TO ABE PROGRAM IN STAFF TIME; BENEFIT = BENEFIT TO ABE PROGRAM. CIRCLE ONE ITEM IN COST CATEGORY AND ONE ITEM IN BENEFIT CATEGORY: Very High (VH), High (H), Moderate (M), Low (L), Very Low (VL)

Analysis by the Chi-square technique was not used on this item. Few in either group indicated that they saw the cost of linkages as being either high or very high. The combined high cost ratings for the superintendents were 28.1 percent and 29.8 percent for the adult education administrators (See table 9); the combined low ratings for the superintendents and adult education administrators were 28 percent and 24.3 percent respectively. The larger number of both groups thought the costs involved to be moderate - superintendents (43.9%) and adult education administrators (45.9%). The combined high benefit ratings for superintendents were 57.9 percent and for adult education administrators 54.4 percent (See table 10).

Thematic issue 4.4

There is no significant difference between institutions perceived to be the most appropriate for operating ABE programs.

29. Rank order agencies best suited to operate ABE programs (1=best suited, 2=next best suited, etc.; enter 0 if agency not suited at all).

__Public schools

__Agency of municipal government

__State colleges/universities

__State community colleges

__Community based organizations

__Private education institutions

__Business/industry sector

__Regional consortium of public schools

__Other, please specify_____

Item twenty-nine is a rank order item, and as explained earlier, Chi Square statistics are not reported on such items. However, Tables 11 and 12 provide the frequency counts of each group. As is evident from the data in the tables, there is a high level of agreement between superintendents and adult education administrators on the rankings of the various agencies. Clearly, they believe that the public schools, a regional consortium of public schools, state community colleges, and state colleges/universities are the most appropriate institutions for delivering ABE educational services.

Thematic issue 4.5

There is no significant difference between superintendents and directors regarding the status of ABE education in Massachusetts.

Item 30: The status of ABE education in Massachusetts public school systems is considered peripheral.

A probability level of level of .010 was reached on this item. Only 6.7 percent of the superintendents strongly agreed with the statement that the status of ABE education in Massachusetts public schools is considered peripheral; whereas, 21.9 percent of the adult administrators perceive this to be the case. Combining strongly agree and agree ratings resulted in 72.4 percent of the superintendents and 76.2 percent of the adult education administrators indicating that the status of ABE is, indeed, considered peripheral.

Thematic issue 4.6

There is no significant difference between superintendents and directors regarding who should formulate and state the philosophy and goals for ABE programs.

Item 31: For formulating and stating the philosophy and goals of ABE programs, the responsibility should reside with the following (indicate by rank ordering: 1 = group or agency most responsible, 2 = next most responsible, etc.):
__Federal government
__State government
__Local government
__Public schools
__Adult student participants
__Adult education staff
__ABE college professors
__Adult professional associations
__Other, please specify_____

The Chi-square analysis technique was not applied to this item. The sum of ranks 1, 2, and 3 for each category was used to determine high to low order. The responses of the superintendents are presented in Table 13 and those for the adult education administrators are presented in Table 14. An analysis of the rankings given all categories revealed that the three with the highest counts were the same for both groups of administrators: state government, public schools, and adult education staff. The priority assigned to the three top choices did differ, in that, superintendents ranked state government first as the institution most appropriately responsible for stating the ABE philosophy and goals and the public schools second.

The adult education administrators ranked these two institutions in reverse order. Adult education staff was ranked third by both groups. As the tables show, the groups did differ in how they ranked all other categories, with one exception. They both ranked ABE college professors last.

Thematic issue 4.7

There is no significant difference between superintendents and adult education administrators regarding the staffing pattern most appropriate for ABE programs.

Item 32: Please check (x), for both the teacher (T) and administrator (AD) categories, the professional staff pattern most appropriate for an ABE program.

	T	AD
Full time staff only	[]	[]
Part time staff only	[]	[]
Full time and part time staff	[]	[]

The Chi-square analysis technique was not applied to item 32. Item thirty-two sought the respondents view on the most appropriate staffing pattern for ABE programs. While no major difference was found between the respondent's views regarding the most appropriate staffing pattern for adult education teachers, a noticeable difference was found in their choice of a staffing pattern for adult education administrators (See table 15). For the teachers, a relatively small percentage of both favored the employment of full-time adult education teachers - both groups gave this pattern only a 4 percent ranking. They were almost evenly split in their rankings for the part-time teacher pattern: the ranking of superintendents and adult education adminstrators were 41.4% and 38.4% respectively. The full-time/part-time teacher pattern was also almost equally selected by both groups: superintendents ranking the pattern 54.5 percent and adult education administrators 57.6 percent. The staffing pattern selected for the adult education

administrators; however, did show a greater variance between the two groups. A lower percentage of the superintendents (13.1%) selected the full-time staffing pattern for administrators. The adult education administrators, themselves, were much more inclined to select the full-time pattern - 26.7 percent. The same trend was noted for the part-time staffing pattern: a higher percentage of the superintendents (42.4%) selected this staffing pattern than the adult education administrators (27.7%). As for the full-time/part-time staffing pattern, again, the two groups were comparable in their rankings - 44.4% superintendents and 45.5% adult education administrators.

Thematic issue 4.8

There is no significant difference between superintendents and directors regarding the reasons why the current part-time, staffing pattern prevails in most Massachusetts' ABE programs.

Item 33: A part-time, staffing pattern prevails in the majority of ABE programs because: (FOR EACH REASON THAT APPLIES, CIRCLE A RESPONSE)
a. Inadequate state funding
b. Inadequate federal funding

c. Inadequate local funding
d. Secondary status of ABE programs with school decision-makers
e. Part-time staffing pattern allows program flexibility to better meet student needs
f. Part-time pattern more cost effective than full-time pattern
g. No significant difference in quality of educational services provided by full-time vs. part-time staff
h. ABE administrators prefer that their programs have a part-time staffing pattern
i. Other, please specify_____

Please note: rating scale used was SA A N D SD (Strongly Agree to Strongly Disagree)

The Chi-square analysis technique was not applied to this item. Item thirty-two was designed to investigate why a part-time staffing pattern prevails in Massachusetts ABE programs. Tables 16 and 17 present the findings in decreasing order of combined "agree" responses for all categories. An analysis of Table 16 shows that the ranking of categories by the superintendents resulted in inadequate funding appearing in the first four ordered categories only once; whereas, the ranking of the categories by the adult education administrators resulted in three of their first four ordered categories reflecting inadequate funding. The "secondary status of ABE

programs with school decision-makers" also was ranked high as a factor contributing to the prevailing part-time staffing pattern in the state's ABE programs. On only two of the eight categories did the rankings by the respondents result in a category for category ordered match: these were the last two categories in the tables.

Thematic issue 4.9

There is no significant difference between superintendents and directors regarding the importance of advisory councils to ABE program success.

Item 34: Does your ABE program have an advisory council?
[] Yes [] No

As can be seen from the figures in Table 18, the response to item thirty-four was limited (104 responses total for both groups): the data, nevertheless, was revealing. For both groups, the majority of responses indicated that their programs lacked an advisory council. Of the sixty-three adult education administrators who answered, thirty-three (52.3%) indicated that their ABE programs did not have an advisory council. Similarly, twenty-five (60.9%) of

the forty-one responding superintendents gave a no ranking to this item.

Item 35: An advisory council can contribute significantly to the success of an ABE program.
[] Yes No []

A probability level of .048 was reached on this item. Table 19 shows that a majority of both groups (88.6% superintendents and 77% adult education administrators) indicated that an advisory council can contribute significantly to the success of an ABE program. The observed agree (yes) count on the item for the superintendents was eight-six, which exceeded the statistically expected agree count. The converse was true of the adult education administrators. Twenty-three percent of the adult education administrators and 11 percent of the superintendents expressed a belief that advisory councils cannot contribute significantly to ABE program success.

Item 36: If your response to question 34 was yes, how would you rate the council's contribution to the success of your ABE program(s) (CHECK ONE):

[] Very Significant Contribution	[] Significant Contribution	[] Minimal Contribution

Table 20 presents the findings for item thirty-six. A low number of responses was received on the item (Total combined responses = 52). The category, significant contribution, was selected by 47.3 percent of the superintendents and 45.5 percent of the adult education administrators. It should be noted that 48 percent of the adult administrators also selected the minimal contribution ranking: only 31 percent of the superintendents selected this ranking.

Funding and Support Theme 5.0

Description of theme

Eight items were used to evaluate two thematic issues, which were concerned with funding and support for ABE programs.

Overview of findings

Seven survey items were associated with the Funding and Support theme. When title was cross tabbed against the items, three items reached the minimal accepted level of significance: thirty-seven (.046), thirty-nine (.001), and forty (.054). (See table 21).

Over 70 percent of the superintendents and adult education administrators indicated that declining K-12 enrollments would not result in public school districts shifting more financial resources into ABE programs. Both groups were also in agreement that if financial reductions had to be made in their school districts, the community would expect that the financial cuts would be made in the ABE program before the K-12 program. Adult education administrators (82.5%) indicated that should outside funding for the ABE program be eliminated the local community should continue to support the program. Of the superintendents, 57.9 percent expressed this view.

The majority of superintendents and adult education administrators believe the funding for ABE programs to be inadequate. Asked to rank order funding sources that they felt should assume the major responsibilty for funding ABE programs, the ratings by the respondents that resulted were identical: 1. federal government, 2. state support, 3. local government support, 4. student fee support, and 5. business support. However, when asked to rank order groups and institutions that are supportive of ABE programs, they were congruent on only one of the nine possible choices - they each had ranked school committees third in level of support. Although the top three choices of both groups were human service agencies, school administration, and the school committee. The superintendents and adult education administrators ranked ordered them differently. Similarly, they had rated the PTA and municipal office holders as least supportive.

Over 45 percent of the superintendents and adult education administrators indicated that they would like to see the required 50% match for ABE programs funded via the federal ABE Act be reduced to a 10 percent match.

TABLE 21

MAJOR THEME: FUNDING AND SUPPORT
SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH
CHI-SQUARE VALUES AND PROBABILITY LEVELS

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	X^2 (P.< .05)*
Superintendent	37	0.00 (1.00)	5.00 (8.40)	6.00 (9.90)	62.00 (57.90)	31.00 (26.70)	9.668 (0.046)*
Administrator	37	2.00 (1.00)	12.00 (8.60)	14.00 (10.10)	55.00 (59.10)	23.00 (27.30)	
Superintendent	38	35.00 (37.30)	53.00 (48.80)	7.00 (10.40)	6.00 (5.00)	1.00 (0.50)	4.715 (0.317)
Administrator	38	40.00 (37.70)	45.00 (49.20)	14.00 (10.60)	4.00 (5.00)	0.00 (0.50)	
Superintendent	39	6.00 (18.70)	53.00 (46.30)	18.00 (15.30)	16.00 (15.80)	9.00 (5.90)	23.089 (0. 001)*
Administrator	39	32.00 (19.30)	41.00 (47.70)	13.00 (15.70)	16.00 (16.20)	3.00 (6.10)	
Superintendent	40	0.00 (2.00)	8.00 (9.80)	14.00 (9.00)	14.00 (16.00)	9.00 (8.20)	9.276 (0.054)*
Administrator	40	5.00 (3.00)	16.00 (14.20)	8.00 (13.00)	25.00 (23.00)	11.00 (11.80)	

TABLE 22

THEME: FUNDING AND SUPPORT
ITEM 41, RATINGS OF LEVEL OF SUPPORT BY LISTED GROUPS
IN DECREASING ORDER OF COMBINED VERY STRONG AND STRONG SUPPORT
(SUPERINTENDENTS)

	VS	S	MD	M	VM	N =
Human service agencies	12.00	28.00	22.00	10.00	11.00	83.00
School Administration	10.00	27.00	33.00	12.00	6.00	88.00
School Committee	9.00	22.00	29.00	21.00	7.00	88.00
Business sector	5.00	20.00	26.00	20.00	13.00	84.00
Organized labor	8.00	16.00	17.00	28.00	15.00	84.00
Teachers	5.00	13.00	32.00	29.00	8.00	87.00
Parents	4.00	8.00	31.00	31.00	13.00	87.00
PTA	5.00	6.00	23.00	27.00	23.00	84.00
Municipal office holders	2.00	7.00	27.00	30.00	18.00	84.00

TABLE 23

THEME: FUNDING AND SUPPORT
ITEM 41, RATINGS OF LEVEL OF SUPPORT BY LISTED GROUPS
IN DECREASING ORDER OF COMBINED VERY STRONG AND STRONG SUPPORT
(ADULT EDUCATION ADMINISTRATORS)

	VS	S	MD	M	VM	N =
School administrators	17.00	33.00	24.00	12.00	8.00	94.00
Human service agencies	18.00	25.00	23.00	10.00	12.00	88.00
School Committee	14.00	29.00	30.00	14.00	9.00	96.00
Teachers	7.00	24.00	29.00	16.00	17.00	93.00
Business sector	5.00	19.00	23.00	23.00	19.00	89.00
Parents	5.00	16.00	28.0	24.00	18.00	91.00
Organized labor	1.00	17.00	30.00	18.00	21.00	87.00
Municipal office holders	2.00	12.00	34.00	22.00	17.00	87.00
PTA	3.00	9.00	24.00	19.00	31.00	86.00

TABLE 24

THEME: FUNDING AND SUPPORT
ITEM 42, RANKINGS OF POTENTIAL FUNDING SOURCES
IN DECREASING ORDER - HIGH TO LOW

	Rank Given					Superintendents N =
	1	2	3	4	5	
State support	45.00	30.00	19.00	6.0	0.00	100.00
Federal support	19.00	23.00	12.00	15.00	22.00	91.00
Local government support	16.00	23.00	29.00	13.00	11.00	92.00
Student fee support	23.00	10.00	9.00	20.00	31.00	93.00
Business support	3.00	13.00	26.00	34.00	15.00	91.00
						ABE Administrators N =
State support	36.00	46.00	10.00	5.00	1.00	98.00
Federal support	37.00	17.00	16.00	13.00	12.00	96.00
Local government support	21.00	23.00	36.00	7.00	6.00	93.00
Student fee support	16.00	11.00	12.00	14.00	37.00	90.00
Business support	2.00	12.00	15.00	42.00	17.00	88.00

Note: The sum of ranks 1 and 2 for each category wa used to determine high to low order.

TABLE 25

THEME: FUNDING AND SUPPORT
ITEM 43, DESIRABLE LEVELS OF LOCAL MATCH FOR
STATE ADMINISTERED ABE FUNDS

	Superintendents N =	ABE Administrators N =
10.00% Match	50.00	47.00
20.00% Match	4.00	7.00
30.00% Match	0.00	4.00
40.00% Match	2.00	1.00
50.00% Match	44.00	36.00

Specific Analyses Of Thematic Issues 5.1. - 5.2

Thematic issue 5.1

There is no significant difference between superintendents and directors regarding the institutions and agencies that should be primarily responsible for funding ABE programs.

Item 37: The declining enrollments in the K-12 population will enable our school district to shift more financial resources to ABE programs.

The probability level reached on item thirty-seven was .046. An overwhelming majority of both groups of respondents do not see the decline in the K-12 population as enabling school districts to shift more financial resources into ABE programs. Combining the disagree responses on item thirty-seven resulted in 89.4 percent of the superintendents and 73.6 percent of the adult education administrators indicating that the possibility of such a shift is highly unlikely. The count data serves to further highlight how few of either group believe that declining K-12 enrollments will result in a financial benefit to ABE programs: only 14 out of 106 adult education administrators and 5 out of 104

superintendents expressed a belief that declining enrollments would enable their school districts to shift more financial resources to ABE programs.

Item 38: If financial cuts have to be made in our school system, the community, taken as a whole, would expect financial cuts to be made in the ABE program before the K-12 program

The probability level reached on item thirty-eight was .317; thus, the item failed to reach the minimal accepted level of significance. A high level of agreement between respondents was obtained on this item. The response showed that 86 percent of the superintendents and 82.5 percent of the adult administrators agreed that if financial cuts have to be made in their school district's budget, the community would expect cuts to be made in the ABE program budget before cuts were made in the K-12 program.

Item 39. If outside funding for an adult basic education program were eliminated, the local community should financially support the program

A probability level of .001 was found on item thirty-nine. Of the adult educators, 38.8 percent

strongly agreed that such support should occur if outside funding were eliminated; only 5.9 percent of the superintendents took a similiar position. But, when the agree ranks were combined for the item, the greater percentage of both respondents favored the local district continuing the ABE program, even if outside funding were eliminated - 57.9 percent of the superintendents and 82.5 percent of the adult educators. These percentages indicate that superintendents are less inclined to be supportive of the local school district assuming the total financial costs than are the adult education admininstrators.

Item 40: Our ABE program is provided with sufficient financial support to meet the needs of the undereducated adult population in our community

The probability level reached on item forty was .054. The combined disagree percentage rankings - 51 percent of the superintendents and 55.4 percent of the adult educators - resulted in a majority of both groups indicating that they believed the funding of ABE programs to be inadequate to meet the needs of the undereducated adult population in their communities. A

higher percentage of the superintendents (31.1%) were neutral on the item as opposed to the adult educators (12.3%).

Item 42: Rank order the list below of potential funding sources as to the institution or individual that you feel should assume the major responsibility for funding ABE programs (1 = should be most responsible, 2 = next most responsible, etc.)
__Federal government
__State support
__Local government support
__Business support
__Student fee support
__Other, please specify

The Chi square technique was not applied to item forty-two. The sum of ranks one and two for each category was used to determine high to low order. The findings are summarized in Table 24. As shown in the table, the respondent's rankings resulted in identical lists: 1) federal support, 2) state support, 3) local government support, 4) student fee support, and 5) business support.

Item 43: The Massachusetts ABE plan provides guidelines for the State Department of Education to administer federal ABE funds. At present, the Department requires a 50% match from programs funded under the federal ABE grant (P.L. 95-561, ABE Act). However, only a 10% match is required by the federal government. Knowing the above, should the state plan match requirement be changed to (CHECK ONE):
[] 10% Match
[] 20% Match
[] 30% Match
[] 40% Match
[] Should remain the same (50%)

The Chi square technique was not applied to this item. The rankings of both groups were evenly distributed on this item. Fifty percent of the superintendents and 49.5 percent of the adult education administrators prefer that the required match be established at the 10% percent level. While, conversely, 44 percent of the superintendents and 37.8 percent of the adult education administrators prefer that the present 50 percent required match be maintained for programs that receive funding. Relatively few of either group selected the 20, 30, or 40 percent match figures (See table 25).

Thematic issue 5.2

There is no significant difference between the perceptions of superintendents and directors regarding the support that various publics express towards ABE programs.

Item 41: To what degree is each group supportive of ABE programs? PLEASE CIRCLE ONE CHOICE FOR EACH GROUP: Very Strongly (VS), Strongly (s), Moderately (Md), Minimally (M), and Very Minimally (VM).

a.	PTA	VS	S	MD	M	VM
b.	School committee	VS	S	MD	M	VM
c.	Parents	VS	S	MD	M	VM
d.	Teachers	VS	S	MD	M	VM
e.	School administration	VS	S	MD	M	VM
f.	Municipal office holders	VS	S	MD	M	VM
g.	Organized labor	VS	S	MD	M	VM
h.	Business sector	VS	S	MD	M	VM
i.	Human service agencies	VS	S	MD	M	VM
j.	Other, please specify_____					

The Chi-square technique was not applied to this item. Given that public opinion is of concern to superintendents and adult education administrators alike, item forty-one was designed to determine how the respondents viewed the degree of support given to ABE programs by various publics. The very strongly and strongly ranks were collapsed, and the results used to rank the responses of both groups in decending order (Table 22). Of the nine categories, agreement

in ordering the categories was only obtained for one category: the respondents both ranked school committees as the third most supportive group towards adult education. Human service agencies were first on the superintendent's list and the school administration placed second: the adult education administrator's list had these two groups in reverse order. Adult educators perceived teachers to be more supportive of ABE programs, ranking them fourth, than did the superintendents, whose rankings placed the teachers in the sixth position on their list. Superintendents saw organized labor as more supportive, ranking them fifth in their listing, than did adult education administrators, who ranked this category seventh in support. The two categories perceived to be the least supportive by the respondents were the PTA and municipal office holders.

Legislation Theme 6.0

Description of theme

This theme sought to determine whether or not the respondents believe that a state's educational laws are an appropriate means for equalizing opportunity for the undereducated adult population, and specifically, to get some measure of how they perceive the present Massachusetts educational laws relative to undereducated adults. Also, the theme was designed to provide some insight into how the respondents view the federally funded ABE categorical grant program.

Overview of findings

The Chi square technique was used in the analysis of two of the items; both reached the minimal accepted level of significance: item forty-four (.058) and item forty-five (.013). Item forty-six was evaluated using raw counts and percentages (See tables 26 and 27).

The majority of superintendents and adult education administrators consider a state's adult education laws as an appropriate means for equalizing opportunity for the undereducated adult population. However, 49 percent of the adult education administrators and 34 percent of the superintendents expressed a belief that the present Massachusetts education laws are not meeting the educational needs of the undereducated adult population. A major piece of federal legislation that provides funding for ABE programs is the ABE Act (P.L. 95-561). A very strong majority of both groups indicated that federal ABE legislation should be maintained as a categorical grant program and not collapsed into either the federal block grant or the federal vocation grant.

TABLE 26
MAJOR THEME: LEGISLATION
SCALE OBSERVED AND (EXPECTED) FREQUENCIES, BY TITLE WITH
CHI-SQUARE VALUES AND PROBABILITY LEVELS

	Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	X^2 (P.< .05)*
Superintendent	44	11.00 (16.80)	47.00 (46.40)	32.00 (25.00)	13.00 (13.20)	4.00 (5.60)	9.103 (0.058)*
Administrator	44	22.00 (16.20)	44.00 (44.60)	17.00 (24.00)	13.00 (12.80)	7.00 (5.40)	
Superintendent	45	4.00 (3.10)	15.00 (18.90)	50.00 (39.80)	32.00 (34.70)	5.00 (9.70)	12.622 (0.013)*
Administrator	45	2.00 (2.90)	22.00 (18.10)	28.00 (38.30)	36.00 (33.30)	14.00 (9.30)	

TABLE 27

THEME: LEGISLATION
ITEM 46, DESIREABLE GRANT CONFIGURATION FOR FEDERALLY FUNDED ABE CATEGORICAL GRANT PROGRAM

	Superintendenets N =	ABE Administrators N =
Maintain as a categorical grant program	66.00	70.00
Collapse into the federal block grant	20.00	8.00
Collapse into the federal vocational grant	8.00	11.00

Specific Analyses of Thematic Issue 6.0

Thematic issue 6.0

There is no significant difference between superintendents and directors regarding their perceptions of the relationship between legislation and adult education.

Item 44: A state's adult education laws are an appropriate means for equalizing opportunity for a state's undereducated adult population

The significance level reached on item forty-four was .058. Twenty-one percent (21.4%) of the adult administrators strongly agreed that a state's adult education laws are an appropriate means for equalizing opportunity for a state's undereducated adult population; only 10.3 percent of the superintendents strongly agreed. When agree ratings were combined, however, the majority of both groups agreed on this proposition - 54.2 percent of the superintendents and 64.1 percent of the adult education administrators. A higher percentage of the superintendents (29.9%) selected the neutral position than adult education administrators (16.5%). Less than 20 percent of either group selected the disagree ratings.

Item 45: The present Massachsetts education laws are appropriate for meeting the educational needs of the Commonwealth's undereducated adult population (adults with less than a high school diploma or GED)

The probability level reached on item forty-five was .013. Superintendents and adult education administrators had strong reservations about the extent to which present Massachusetts education laws are appropriately meeting the educational needs of the Commonwealth's undereducated adult population. Only 3.8 percent of the superintendents selected the strongly agree response, and 14.2 percent the agree response. The percentage of adult education administrators that selected the disagree response (49%) was larger than the disagree response recorded by the superintendents (34%). A greater number of the superintendents selected the neutral response (47.2%) than any other response - 27.5 percent of the adult education administrators selected the neutral response.

Item 46: The federally funded ABE categorical grant program (P.L. 95-561, ABE Act) should be (CHECK ONE):

[] Maintained as a categorical grant program
[] Collapsed into the federal block grant
[] Collapsed into the federal vocational grant

Item forty-six measured the respondents' views on the federally funded ABE categorical grant. The objective was to determine whether they felt the grant should retain its categorical status, be collapsed into the federal block grant, or be collapsed into the federal vocational grant. The majority of superintendents and adult education administrators indicated that the categorical status of the ABE grant program should be maintained - 70.2 percent and 78.7 percent respectively. A higher percentage of the superintendents (21.3%) as opposed to the adult education administrators (9%) thought the grant should be collapsed into the federal block grant; while a larger number of adult education adminstrators (12.4%) than superintendents (8.5%) favored collapsing the ABE grant into the federal vocational grant.

The Future of Public School

ABE Programs Theme 7.0

Description of theme

This theme was concerned with gaining an insight into whether or not superintendents and adult education administrators believe that adult basic education programs can grow and prosper under the aegis of public school systems. Respondents provided either a yes or no answer to item forty-seven, in addition, to a written response.

Overview of findings

The majority of superintendents and adult education administrators expressed a belief that ABE programs can prosper and grow under the sponsorship of public school systems. The primary reason for this belief was summed up best by a superintendent: "The vested authority, structure, and physical support already exists in the form of schools, equipment, administration, and supervision." It was also noted that people had a "natural inclination" to look to

their public schools for meeting their educational needs. The primary factor that served to inhibit ABE programs that was mentioned most often by both groups of respondents was the lack of adequate funding for ABE at all levels - federal, state, and local. The imposition of Proposition 2 1/2 was seen by the respondents as having had a negative impact on ABE programs.

Specific Analysis of the Future of Public School ABE Program Theme

Thematic issue 7.0

There is no significant difference between superintendents and directors regarding the future growth of ABE programs that are under the sponsorship of public school systems.

Item 47: Can adult basic education programs grow and prosper under the sponsorship of public K-12 school systems? (CHECK ONE) [] Yes [] No Please explain in a brief sentence or two your response.

A majority of both groups expressed a belief that adult basic education programs can grow and prosper under the sponsorship of public K-12 school systems -

70.4 percent of the superintendents and 72.5 percent of the adult education administrators. Conversely, 29.6 percent of the superintendents and 27.5 percent of the adult education administrators answered no to this item. These statistics, in and of themselves however, can be misleading. The comments added by the respondents were particularly useful. In most all cases, those who indicated no to this item did so not because they thought the public schools were incapable of providing an effective ABE delivery system; rather, as their remarks show, they saw the present level of funding as inadequate to simultaneously meet the needs of the K-12 system and those of the ABE program. While the phraseology of comments differed, superintendents and adult education administrators alike saw funding as a major barrier to ABE program growth within the public school structure.

Superintendent representative remarks:

"Cannot fund what is needed for K-12 now."

"Current costs for K-12 with tax limitations stultify [is stultifing] growth."

"Insufficient funding."

"ABE programs must be self-supporting if they are to be maintained. Reduction in a K-12 program will be met with stiff opposition."

"K-12 programs are not growing and prospering with limited assets under Proposition 2 1/2"

"Economics - no money - top priority is K-12 not school dropouts."

"Financial burden cannot be accepted by K-12."

Adult education administrator representative remarks:

"Public K-12 cannot afford good adult programs when fighting to support K-12."

"Schools don't have the money."

"I don't think ABE will ever get ahead within the present system because there is no $ [money] left over and that is what ABE gets leftovers which usually means little or nothing unless someone who cares pushes and makes a pitch: to few of them."

The negative impact of Proposition 2 1/2 was cited numerous times by members from both groups as a primary factor that has inhibited the growth of adult basic education programs in public schools. Also, many from both groups answered item forty-seven in the affirmative, but still expressed concern that the lack of adequate funding was a major difficulty in continuing ABE program operations. The responses of both groups reinforced information provided by them on the background information sheet. Eighteen superintendents and six adult education administrators reported that ABE programs in their districts were eliminated under Proposition 2 1/2: twenty-five superintendents and fifty-one adult education administrators indicated that ABE programs in their communities were made self-supporting. Twelve superintendents and twenty adult education administrators reported that their ABE programs had been reduced. The comments of the respondents and the figures noted above reinforce the research presented in Chapter II which suggested that financial support of ABE programs is marginal. The findings also

demonstrate that when school systems are faced with financial shortages, in many communities, ABE programs will be in danger of being eliminated, reduced, or forced to become self-supporting.

A number of other factors, in addition to funding, were cited by both groups as serving to inhibit ABE programs. It was noted that there is a perception that the responsibility of the public school system to provide educational services ends when "graduation age" is obtained - whether one has or has not received his/her diploma. Some superintendents felt public schools already have "...too many irons in the fire..." A lack of interest in such programming was cited by a number of both respondents. Several superintendents noted that the place of adult education within public education needs to be redefined. It was clear from the response of numerous superintendents that adult education was considered to be on a lower priority scale than the K-12 program. Many adult education

administrators also alluded to the secondary status of ABE within the public school system.

While the above comments reflect some of the reasons put forth as to why ABE programs will have difficulty prospering under the ageis of public school systems, the majority of respondents from both groups believe that such programming can prosper within the public school environment.

Superintendents and adult education administrators agreed about the conditions necessary for the positive growth of ABE programs and the role of public schools as sponsor for such programs. A primary reason given by many is best summed up by one of the superintendents: The vested authority, structure, and physical support already exists in the form of schools, equipment, administration, and supervision. In addition, many believe that their is an element of trust and respect for public schools. Administrators also cited the natural inclination of people in the community to look to the public schools for their educational needs as a reason why schools should provide ABE services. The commitment and support of the community, school committee, and school staff were mentioned by many as essential to ABE program efforts.

Hypothesis II

As shown in Table 28, twenty-one of the thirty-four possible tests of significance for hypothesis I were statistically significant. Also presented in the table are statistically significant instances on both hypothesis I and II (SS), and statistically significant instances for hypothesis II only (S).

Analysis of the multitude of Chi square tables for hypothesis II (see Appendix D) indicates that on virtually all items in which statistically significant differences appeared in hypothesis I, the difference between the groups was largely explained by title (i.e., superintendents vs. adult education administrators) rather than by background variable. As is evident in the table, in relatively few instances did statistically significant results emerge in hypothesis II only. In these occurrences, the source of the difference was obviously the background variable, and could not be attributable to title. Further, save for semester hours earned in adult education, these occurrences are scattered across the

eight background variables; hence, with that exception, no single background variable emerged as importantly useful in differentiating between groups. Title, as anticipated in the study, was the single most powerful variable for that purpose.

The second hypothesis was framed with a view toward investigating the possibility that adding information about the listed background variables might help discover differences between the superintendents and adult education administrators. The variables selected are those reflected throughout the literature in the field, and congruent with the researcher's own experience. The combined effects of the results shown in Table 28, and those in the statistical appendix, is to indicate that if these two groups are to be further differentiated, it must be with the help of background and demographic variables noticeably different from those chosen for the present study.

TABLE 28

SUMMARY OF RESULTS OF STATISTICAL TESTS, HYPOTHESES I AND II, BY ITEM AND BACKGROUND VARIABLE

Item Background Variable	1	2*	3	4	5	6*	7*	9*	10*	11*	12	13*
Years of administrative experience	S	-	-	-	-	SS	SS	-	SS	-	-	-
Age	-	SS	-	S	-	SS	SS	SS	SS	-	-	-
Sex	-	SS	-	-	-	SS	SS	SS	SS	-	-	-
Degree	S	-	-	-	-	SS	SS	-	SS	-	-	-
Major	-	-	-	-	-	SS	-	-	-	-	-	SS
Race	-	-	-	-	-	SS	SS	SS	SS	-	-	-
Semester hours earned in adult education	-	SS	S	-	-	SS	SS	SS	SS	-	-	-
School district size	-	SS	S	-	-	SS	SS	-	SS	-	-	-

Note: * = Significant at .05 level for Hypothesis I only
S = Significant at .05 level for Hypothesis II only
SS = Significant at .05 level for Hypothesis I and II

TABLE 28 - Continued

Item Background Variable	14*	15*	16*	17*	18	19	20	21*	22	23	24	25*
Years of administrative experience	SS	SS	SS	-	-	-	-	-	-	-	-	S
Age	SS	SS	SS	-	-	S	-	-	-	-	-	-
Sex	SS	SS	SS	SS	S	S	-	-	-	-	-	S
Degree	SS	SS	SS	SS	-	-	-	-	-	-	-	-
Major	-	-	SS	-	-	-	S	-	-	-	-	-
Race	-	SS	SS	-	-	-	-	-	-	-	-	-
Semester hours earned in adult education	SS	SS	SS	SS	-	S	-	-	S	-	S	S
School district size	-	SS	SS	-	-	-	-	-	-	-	-	-

Note: * = Significant at .05 level for Hypothesis I only
S = Significant at .05 level for Hypothesis II only
SS = Significant at .05 level for Hypothesis I and II

TABLE 28 - Continued

Item Background Variable	26*	27	30*	35*	37*	38	39*	40*	44*	45*	Total S	Total SS
Years of administrative experience	-	-	-	-	-	-	-	-	-	-	2	6
Age	-	-	-	SS	-	-	-	-	-	SS	2	10
Sex	-	-	SS	-	SS	-	SS	-	-	SS	3	13
Degree	-	-	-	SS	-	-	SS	-	-	-	1	9
Major	-	-	-	-	-	-	-	-	-	-	1	3
Race	-	-	SS	-	SS	-	-	-	-	SS	0	9
Semester hours in adult education	-	S	-	-	-	-	-	SS	SS	SS	6	12
School district size	-	-	-	-	SS	-	-	SS	-	SS	1	9

Note: * = Significant at .05 level for Hypothesis I only
S = Significant at .05 level for Hypothesis II only
SS = Significant at .05 level for Hypothesis I and II

C H A P T E R V

CONCLUSIONS AND RECOMMENDATIONS

The Problem

The primary purpose of this research was to determine whether or not public school superintendents and adult education administrators differed significantly in their attitudes and perceptions regarding various thematic issues in adult basic education. The research also sought to determine whether eight background variables would serve to separate out these respondents on the survey items. The eight background variables used in the study were: 1) years of administrative experience; 2) age; 3) sex; 4) degree; 5) major; 6) race; 7) semester hours earned in adult education; and 8) school district size.

General Conclusions

The analysis and interpretation of the data resulted in the following conclusions being drawn:

1. Title and not the eight background variables used in the study proved to be the factor most useful

in differentiating between superintendents and adult education administrators on the thematic issues.

2. For many items wherein the minimal accepted test of significance was reached ($P. \leq .05$), analysis of the data did not reveal that superintendents and adult education administrators held diametrically opposed attitudes and perceptions on the items in question, but rather, the data showed that their differences on the items were more a matter of degree. For example, item six under the Awareness theme reached a probability level of .001. The item stated that the Massachusetts Department of Education should conduct a statewide program of publicity and image building for ABE. The percentage of adult education administrators who agreed with the statement was 87.9 percent; whereas, 60.8 percent of the superintendents agreed with the statement.

Conclusions Specific to the Seven Themes

Awareness of ABE theme 1.0

3. Superintendents and adult education administrators

shared a common belief that the educational gap is widening between the undereducated and educated adult.

4. Both shared a view that the lay population does not perceive adult illiteracy to be a problem at the community level, and that illiteracy is more pronounced at the state level.
5. Each favored the Massachusetts Department of Education conducting a statewide program of publicity and image building for ABE.
6. Adult education administrators, more so than superintendents, feel that their school districts should conduct a local program of publicity and image building.

Social and economic impact on ABE theme 2.0

7. Adult education administrators are more inclined than are superintendents to believe that the ability of the business sector to successfully compete in the economic market is being threaten.
8. Both superintendents and adult education administrators indicated a belief that ABE programs can help reduce crime and welfare roles.

9. They also felt that such programs gain public support for K-12 programs, and that the participation of undereducated adults in ABE programs has a positive impact on the schooling of the ABE target population's children.
10. Both groups agreed that many of Massachusetts' undereducated adults are unable to qualify for state and federal job training programs because of their inadequate basic academic skills.
11. Superintendents and adult education administrators indicated that their school districts did little in the way of helping undereducated adults prepare for employment opportunities.

Certification and employment theme 3.0

12. Adult education administrators believe more strongly than do superintendents that teachers of undereducated adults should differ from K-12 teachers in academic background and methods of teaching.
13. Neither the superintendents nor adult education administrators were strongly supportive of a certification process for adult education teachers or administrators, although adult education

administrators were more supportive of this idea than were the superintendents.

14. Approximately 50 percent of both groups thought applicants for professional positions in ABE should have course work in adult education in order to be considered for employment, but an almost equal percentage of both groups recorded a combined neutral or disagree ranking on this issue.

15. Adult education administrators were more inclined than superintendents to indicate that prior experience in an ABE program or similar setting was an important hiring consideration for professional positions in ABE programs.

Delivery system, operations, and status theme 4.0

16. Superintendents and adult education administrators support the concept that ABE programs should be integrated with vocational training programs, although adult education administrators were more supportive of the idea than were the superintendents.

17. Data suggests that few public school ABE programs are integrated with vocational education.
18. The larger number of superintendents and adult education administrators recorded neutral responses regarding a statement that the financial support of non-public school, community based ABE programs with federal ABE funds adversely affects public school ABE programs.
19. In general, both groups do not perceive the proliferation on non-public school ABE programs as adversely affecting public school ABE programs. However, it should be noted that 36.8 percent of the adult education administrators and 25.5 percent of the superintendents did agree that public school programs were adversely affected.
20. Both groups were highly supportive of ABE programs establishing linkages with community agencies and businesses, and a majority felt that linkages already established by their ABE programs were important to program success.
21. The cost of ABE program linkages with other agencies, etc. was considered by the majority of respondents to be moderate and of high or very high benefit to the ABE program.

22. Asked to rank order agencies best suited to operate ABE programs, the respondents agreed that public schools, a regional consortium of public schools, state community colleges, and state colleges/universities were, in the aforementioned order, best suited.
23. They agreed that the status of ABE education in Massachusetts is considered peripheral.
24. When asked to rank order the agency or group that should be responsible for formulating and stating the philosophy and goals of ABE programs, the superintendents ranked the state first; adult education administrators ranked the public schools first.
25. For staffing an ABE program, the respondents were in general agreement. Their responses for the pattern most appropriate for teachers was almost evenly split between the part-time pattern and the full-time/part-time pattern. Their responses indicated approval of a similar pattern for the administrators, with one exception. Fewer adult education administrators than superintendents thought a part-time staffing pattern to be appropriate for adult education administrators.

26. In rank ordering the reasons why a part-time staffing pattern prevails in Massachusetts, adult education administrators rated "inadequate local funding" as their first reason; superintendents rated "part-time pattern more cost effective than full-time pattern".
27. The majority of superintendents and adult education administrators indicated that their ABE programs do not have advisory councils. A higher percentage of the superintendents than adult education administrators expressed a belief that advisory councils can contribute significantly to the success of an ABE program.

Funding and support theme 5.0

28. The respondents were in agreement that declining enrollments would not enable school districts to shift more financial resources to ABE programs.
29. Both believe that if financial cuts have to be made in a school's budget, the community would expect cuts to be made in the ABE program before the K-12 program.

30. Superintendents and adult education administrators agreed that should outside funding for an ABE program be eliminated, the local community should financially support the program. The percentage of agreement was much higher among adult educators than superintendents.

31. Both groups believe that their ABE programs are not provided with sufficient financial support to meet the needs of the undereducated adult population in their communities.

32. In rank ordering nine groups in terms of how supportive they are to ABE programs, superintendents and adult education administrators gave an identical rank order to only one of the nine groups - they both ranked school committees third. Human service agencies were first on the superintendent's list; public school administrators were first on the adult educators list. The PTA and municipal office holders were on the lower end of each respondent's list.

33. In rank ordering potential funding sources that should assume the major responsibility for funding ABE programs, they ranked five sources in the same order: 1) federal support, 2) state support, 3) local government support, 4) business support, and 5) student fee support.

34. The larger number of superintendents and adult education administrators would prefer that the financial match for federal ABE funds be reduced to 10 percent. It should be noted that a substantial number of each group indicated that the match should remain at the present 50 percent level.

Legislation theme 6.0

35. Superintendents and adult education administrators in general agree that the state's adult education laws are an appropriate means for equalizing opportunity for a state's undereducated adult population; however, 49 percent of the adult education administrators and 34 percent of the superintendents expressed a belief that the present Massachusetts education laws are not meeting the educational needs of the ABE target population.

36. Over 70 percent of each group indicated the categorical grant status of federal ABE grant should be maintained and not collapsed into either the federal block grant or vocational grant.

The future of public school ABE programs theme 7.0

37. Superintendents and adult education administrators believe that ABE programs can prosper and grow under the aegis of the public schools, but many were concerned that inadequate funding at all levels - federal, state, and local posed a serious problem for ABE programs.

Recommendations

1. Adult education administrators should work closely with the Massachusetts Department of Education and the Massachusetts' Superintendents Association to develop and implement and on-going, state-wide and state funded publicity and image building campaign for adult basic education.
2. Adult education administrators should expend a greater effort helping ABE students learn how to make the educational and political system in their communities more responsive to their needs.

3. Adult education administrators should constantly seek to sensitize the lay population, social agencies, businesses, governmental agencies, and school department personnel about adult illiteracy and the negative impact that this problem has on the community and the ABE target population, if they expect these groups to be more supportive of ABE programs.
4. Adult educators should devote more time to promoting the idea that learning is an ongoing process necessary to the continuous development of all age groups.
5. Efforts should be made by superintendents and adult education administrators to secure increased levels of funding for ABE programs from state and federal sources.
6. Efforts should be made to increase the integration of ABE and vocational training programs and public school ABE programs should be designed to prepare the ABE target population for employment opportunities.

7. More research should be undertaken to gain a better understanding as to why the respondents did not strongly support the idea that adult education teachers and administrators should have an academic background in adult education.
8. Adult education administrators should be encouraged to develop advisory councils for their ABE programs. Such councils can give imput that will help improve the ABE program, but equally important, councils can serve to play an advocacy role for ABE programs.
9. Further research should be conducted to ascertain how other important decision-makers view adult illiteracy and the efforts of the public school systems to address this problem. Examples of target research groups would be school committee members, alderman, selectman, majors, state legislators, and federal legislators.
10. A state-wide conference on adult illiteracy should be convened with representatives from the human service sector, business, public schools, higher education, and government. The purpose of this conference would be to begin developing a collaborative process to effectively combat adult illiteracy.

11. A followup study of these two administrative groups should be conducted in order to explore their responses to the thematic issues in more detail. Such a study should employ a structured interview technique.

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APPENDIX A

TABLE 29

THEME: AWARENESS OF ABE
ITEM 2, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	21.00 (27.20)	10.00 (9.00)	29.00 (23.80)	9.395 (0.152)
Superintendents ≥ 9 years administrative experience	19.00 (21.30)	6.00 (7.00)	22.00 (18.70)	
Administrators ≤ 8 years administrative experience	40.00 (32.60)	8.00 (10.80)	24.00 (28.60)	
Administrators ≥ 9 years administrative experience	17.00 (15.90)	8.00 (5.20)	10.00 (13.90)	
Superintendents age ≤ 49	16.00 (17.70)	3.00 (5.80)	20.00 (15.50)	13.526 (0.035)*
Superintendents age ≥ 50	24.00 (30.80)	13.00 (10.20)	31.00 (27.00)	
ABE administrators age ≤ 49	38.00 (30.80)	13.00 (10.20)	17.00 (27.00)	
ABE administrators age ≥ 50	19.00 (17.700	3.00 (5.80)	17.00 (15.50)	

TABLE 29 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	37.00 (44.60)	16.00 (14.30)	45.00 (39.10)	15.422 (0.017)*
Superintendents female	3.00 (4.1)	0.00 (1.30)	6.00 (3.60)	
ABE administrators male	51.00 (39.60)	13.00 (12.70)	23.00 (34.70)	
ABE administrators female	6.00 (8.70)	2.00 (2.80)	11.00 (7.60)	
Superintendents bachelors and/or masters	16.00 (15.20)	5.00 (4.60)	12.00 (13.00)	10.510 (0.104)
Superintendents CAGS and/or doctorate	24.00 (34.00)	11.00 (10.90)	39.00 (29.10)	
ABE administrators bachelors and/or masters	45.00 (38.60)	12.00 (12.30)	27.00 (33.00)	
ABE administrators CAGS and/or doctorate	12.00 (9.20)	3.00 (2.90)	5.00 (7.90)	

TABLE 29 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	8.00 (9.40)	1.00 (2.70)	10.00 (6.90)	7.000 (0.320)
Superintendents majored in other	3.00 (3.50)	0.00 (1.00)	4.00 (2.50)	
ABE administrators majored in administration	9.00 (8.90)	4.00 (2.60)	5.00 (6.50)	
ABE administrators majored in other	18.00 (16.30)	6.00 (4.70)	9.00 (12.00)	
Superintendents anglo/American	34.00 (39.70)	12.00 (13.10)	43.00 (36.20)	5.807 (0.445)
Superintendents other	6.00 (7.60)	3.00 (2.50)	8.00 (6.90)	
ABE administrators anglo/American	46.00 (38.80)	13.00 (12.80)	28.00 (35.40)	
ABE administrators other	5.00 (4.90)	2.00 (1.60)	4.00 (4.50)	

TABLE 29 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
ABE administrators < 3 semester hours earned in adult education	31.00 (38.30)	11.00 (12.50)	43.00 (34.20)	16.478 (0.011)*
Superintendents ≥ 4 semester hours earned in adult education	9.00 (9.50)	4.00 (3.10)	8.00 (8.50)	
ABE administrators < 3 semester hours earned in adult education	27.00 (29.70)	12.00 (9.70)	27.00 (26.60)	
ABE administrators ≥ 4 semester hours earned in adult education	28.00 (17.60)	4.00 (5.70)	7.00 (15.70)	
Superintendents reporting school district size ≤ 2999	10.00 (9.30)	2.00 (2.70)	8.00 (8.10)	12.810 (0.046)*
Superintendents reporting school district size ≥ 3000	26.00 (36.20)	11.00 (10.30)	41.00 (31.50)	
ABE administrators reporting school district size ≤ 2999	6.00 (3.70)	0.00 (1.10)	2.00 (3.20)	
ABE administrators reporting school district size ≥ 3000	42.00 (34.80)	11.00 (9.90)	22.00 (30.20)	

TABLE 30

THEME: AWARENESS OF ABE
ITEM 3, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	5.00 (8.90)	13.00 (15.90)	41.00 (34.10)	9.234 (0.160)
Superintendents ≥ 9 years administrative experience	5.00 (7.100	14.00 (12.70)	28.00 (27.20)	
ABE administrators ≤ 8 years administrative experience	13.00 (10.80)	20.00 (19.20)	38.00 (41.10)	
ABE Administrators ≥ 9 years administrative experience	9.00 (5.20)	10.00 (9.20)	15.00 (19.70)	
Superintendents age ≤ 49	5.00 (5.90)	12.00 (10.50)	22.00 (22.50)	8.670 (0.193)
Superintendents age ≥ 50	5.00 (10.20)	15.00 (18.10)	47.00 (38.70)	
ABE administrators age ≤ 49	14.00 (10.20)	19.00 (18.10)	34.00 (38.70)	
ABE administrators age ≥ 50	8.00 (5.8)	11.00 (10.30)	19.00 (22.00)	

TABLE 30 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	9.00 (14.80)	24.00 (26.30)	64.00 (55.90)	7.839 (.250)
Superintendents female	1.00 (1.40)	3.00 (2.40)	5.00 (5.20)	
ABE administrators male	19.00 (13.10)	25.00 (23.30)	42.00 (49.60)	
ABE administrators female	3.00 (2.70)	5.00 (4.90)	10.00 (10.40)	
Superintendents bachelors and/or masters	4.00 (4.90)	10.00 (9.00)	19.00 (19.00)	10.144 (0.118)
Superintendents CAGS and/or doctorate	6.00 (10.90)	17.00 (20.00)	50.00 (42.10)	
ABE administrators bachelors and/or masters	16.00 (12.40)	27.00 (22.70)	40.00 (47.90)	
ABE administrators CAGS and/or doctorate	5.00 (2.80)	3.00 (5.20)	11.00 (11.00)	

TABLE 30 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	5.00 (3.30)	3.00 (4.80)	11.00 (10.90)	5.857 (0.439)
Superintendents majored in other	0.00 (1.00)	2.00 (1.50)	4.00 (3.40)	
ABE administrators majored in administration	5.00 (3.10)	4.00 (4.60)	9.00 (10.30)	
ABE administrators majored in other	3.00 (5.5)	10.00 (8.10)	19.00 (18.30)	
Superintendents anglo/American	7.00 (13.10)	23.00 (23.60)	58.00 (51.20)	7.960 (0.241)
Superintendents other	3.00 (2.50)	4.00 (4.60)	10.00 (9.90)	
ABE administrators anglo/American	17.00 (12.80)	24.00 (23.10)	45.00 (50.10)	
ABE administrators other	3.00 (1.50)	3.00 (2.70)	4.00 (5.80)	

TABLE 30 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 3 semester hours earned in adult education	7.00 (12.50)	22.00 (22.60)	55.00 (48.90)	12.745 (0.047)*
Superintendents ≥ 4 semester hours earned in adult education	3.00 (3.10)	4.00 (5.70)	14.00 (12.20)	
ABE administrators ≤ 3 semester hours earned in adult education	10.00 (9.70)	17.00 (17.50)	38.00 (37.80)	
ABE administrators ≥ 4 semester hours earned in adult education	11.00 (5.70)	13.00 (10.20)	14.00 (22.10)	
Superintendents reporting school district size ≤ 2999	1.00 (2.90)	10.00 (4.80)	8.00 (11.30	19.895 (0.002)*
Superintendents reporting school district size ≥ 3000	9.00 (11.80)	13.00 (19.70)	56.00 (46.40)	
ABE administrators reporting school district size ≤ 2999	0.00 (1.20)	4.00 (2.00)	4.00 (4.80)	
ABE administrators reporting school district size ≥ 3000	17.00 (11.10)	18.00 (18.50)	38.00 (43.50)	

TABLE 31

THEME: AWARENESS OF ABE
ITEM 4, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	31.00 (31.700	4.00 (4.50)	25.00 (23.80)	3.871 (0.694)
Superintendents ≥ 9 years administrative experience	26.00 (24.80)	3.00 (3.50)	18.00 (18.70)	
Administrators ≤ 8 years administrative experience	41.00 (38.00)	4.00 (5.40)	27.00 (28.60)	
ABE Administrators ≥ 9 years administrative experience	15.00 (18.50)	5.00 (2.60)	15.00 (13.90)	
Superintendents age ≤ 49	20.00 (20.60)	0.00 (2.90)	19.00 (15.50)	13.470 (0.036)*
Superintendents age ≥ 50	37.00 (35.90)	7.00 (5.10)	24.00 (27.00)	
ABE administrators age ≤ 49	42.00 (35.90)	3.00 (5.10)	23.00 (27.00)	
ABE administrators age ≥ 50	14.00 (20.60)	6.00 (2.90)	19.00 (15.50)	

TABLE 31 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	54.00 (51.50)	7.00 (7.40)	37.00 (39.10)	4.219 (0.647)
Superintendents female	3.00 (4.70)	0.00 (0.70)	6.00 (3.60)	
ABE administrators male	47.00 (45.70)	7.00 (6.50)	33.00 (34.70)	
ABE administrators female	8.00 (10.00)	2.00 (1.40)	9.00 (7.60)	
Superintendents bachelors and/or masters	18.00 (17.50)	1.00 (2.50)	14.00 (13.00)	1.947 (0.924)
Superintendents CAGS and/or doctorate	39.00 (39.30)	6.00 (5.60)	29.00 (29.10)	
ABE administrators bachelors and/or masters	45.00 (44.60)	8.00 (6.40)	31.00 (33.00)	
ABE administrators CAGS and/or doctorate	10.00 (10.60)	1.00 (1.50)	9.00 (7.90)	

TABLE 31 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	12.00 (12.10)	2.00 (1.00)	5.00 (5.90)	4.421 (0.620)
Superintendents majored in other	3.00 (4.50)	1.00 (0.40)	3.00 (2.20)	
ABE administrators majored in administration	12.00 (11.50)	0.00 (0.90)	6.00 (5.60)	
ABE administrators majored in other	22.00 (21.00)	1.00 (1.70)	10.00 (10.30)	
Superintendents anglo/American	52.00 (47.10)	6.00 (6.50)	31.00 (35.30)	8.914 (0.178)
Superintendents other	5.00 (9.00)	1.00 (1.30)	11.00 (6.80)	
ABE administrators anglo/American	48.00 (46.10)	7.00 (6.40)	32.00 (34.50)	
ABE administrators other	3.00 (5.80)	1.00 (0.80)	7.00 (4.40)	

TABLE 31 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	47.00 (44.70)	4.00 (6.40)	34.00 (33.80)	5.165 (0.522)
Superintendents ≥ 4 semester hours earned in adult education	10.00 (11.00)	3.00 (1.60)	8.00 (8.40)	
ABE administrators ≤ 3 semester hours earned in adult education	30.00 (34.70)	6.00 (5.00)	30.00 (26.30)	
ABE administrators ≥ 4 semester hours earned in adult education	24.00 (20.50)	3.00 (3.00)	12.00 (15.50)	
Superintendents reporting school district size ≤ 2999	10.00 (10.40)	2.00 (1.70)	8.00 (8.00)	3.805 (0.703)
Superintendents reporting school district size ≥ 3000	40.00 (40.50)	5.00 (6.50)	33.00 (31.00)	
ABE administrators reporting school district size ≤ 2999	3.00 (4.20)	2.00 (0.70)	3.00 (3.20)	
ABE administrators reporting school district size ≥ 3000	41.00 (39.00)	6.00 (6.20)	28.00 (29.80)	

TABLE 32

THEME: AWARENESS OF ABE
ITEM 5, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	χ^2 ($P. < .05$)*
Superintendents ≤ 8 years administrative experience	19.00 (19.70)	15.00 (14.60)	21.00 (20.80)	1.051 (0.983)
Superintendents ≥ 9 years administrative experience	13.00 (15.40)	12.00 (11.40)	18.00 (16.20)	
Administrators ≤ 8 years administrative experience	28.00 (25.80)	18.00 (19.10)	26.00 (27.20)	
ABE Administrators ≥ 9 years administrative experience	13.00 (12.20)	9.00 (9.00)	12.00 (12.80)	
Superintendents age ≤ 49	10.00 (13.20)	11.00 (9.80)	16.00 (14.00)	1.937 (0.925)
Superintendents age ≥ 50	22.00 (21.80)	16.00 (16.10)	23.00 (23.00)	
ABE administrators age ≤ 49	27.00 (24.00)	16.00 (17.70)	24.00 (25.30)	
ABE administrators age ≥ 50	14.00 (14.00)	11.00 (10.30)	14.00 (14.70)	

TABLE 32 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	29.00 (32.00)	22.00 (23.70)	38.00 (33.30)	9.484 (0.148)
Superintendents female	3.00 (3.20)	5.00 (2.40)	1.00 (3.40)	
ABE administrators male	37.00 (30.90)	20.00 (22.90)	29.00 (32.20)	
ABE administrators female	4.00 (6.80)	7.00 (5.10)	8.00 (7.10)	
Superintendents bachelors and/or masters	10.00 (11.00)	7.00 (8.30)	14.00 (11.70)	1.881 (0.930)
Superintendents CAGS and/or doctorate	22.00 (23.70)	20.00 (18.00)	25.00 (25.30)	
ABE administrators bachelors and/or masters	31.00 (29.30)	23.00 (22.30)	29.00 31.40)	
ABE administrators CAGS and/or doctorate	8.00 (7.10)	4.00 (5.40)	8.00 (7.60)	

TABLE 32 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	8.00 (7.80)	4.00 (3.90)	6.00 (6.30)	5.473 (0.484)
Superintendents other	3.00 (2.20)	1.00 (1.10)	1.00 (1.80)	
ABE administrators majored in administration	11.00 (7.80)	2.00 (3.90)	5.00 (6.30)	
ABE administrators other	10.00 (14.30)	9.00 (7.10)	14.00 (11.60)	
Superintendents anglo/American	24.00 (29.50)	25.00 (21.00)	34.00 (32.50)	10.140 (0.118)
Superintendents other	7.00 (5.00	2.00 (3.50)	5.00 (5.50)	
ABE administrators anglo/American	30.00 (30.60)	21.00 (21.70)	35.00 (33.70)	
ABE administrators other	8.00 (3.90)	1.00 (2.80)	2.00 (4.30)	

TABLE 32 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	23.00 (28.30)	23.00 (21.20)	33.00 (29.50)	5.390 (0.494)
Superintendents ≥ 4 semester hours earned in adult education	8.00 (6.40)	4.00 (4.80)	6.00 (6.70)	
ABE administrators ≤ 3 semester hours earned in adult education	26.00 (23.60)	14.00 (17.70)	26.00 (24.60)	
ABE administrators ≥ 4 semester hours earned in adult education	15.00 (13.60)	13.00 (10.20)	10.00 (14.20)	
Superintendents reporting school district size ≤ 2999	4.00 (6.50)	6.00 (4.90)	8.00 (6.60)	3.007 (0.807)
Superintendents reporting school district size ≥ 3000	25.00 (25.60)	19.00 (19.40)	27.00 (26.00)	
ABE administrators reporting school district size ≤ 2999	4.00 (2.90)	1.00 (2.20)	3.00 (2.90)	
ABE administrators reporting school district size ≥ 3000	29.00 (27.00)	21.00 (20.50)	25.00 (27.50)	

TABLE 33

THEME: AWARENESS OF ABLE
ITEM 6, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	36.00 (44.60)	15.00 (9.80)	9.00 (5.60)	21.048 (0.001)*
Superintendents ≥ 9 years administrative experience	29.00 (34.90)	11.00 (7.70)	7.00 (4.40)	
Administrators ≤ 8 years administrative experience	64.00 (53.50)	6.00 (11.80)	2.00 (6.70)	
ABE Administrators ≥ 9 years administrative experience	30.00 (26.00)	3.00 (5.70)	2.00 (3.30)	
Superintendents age ≤ 49	22.00 (29.00)	9.00 (6.40)	8.00 (3.60)	23.328 (0.007)*
Superintendents age ≥ 50	43.00 (50.50)	17.00 (11.10)	8.00 (6.40)	
ABE administrators age ≤ 49	61.00 (50.50)	5.00 (11.10)	2.00 (6.40)	
ABE administrators age ≥ 50	33.00 (29.00)	4.00 (6.40)	2.00 (3.60)	

TABLE 33 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	59.00 (72.70)	25.00 (16.10)	14.00 (9.20)	22.473 (0.001)*
Superintendents female	6.00 (6.70)	1.00 (1.50)	2.00 (0.80)	
ABE administrators male	76.00 (64.50)	7.00 (14.30)	4.00 (8.20)	
ABE administrators female	17.00 (14.10)	2.00 (3.10)	0.00 (1.80)	
Superintendents bachelors and/or masters	21.00 (24.60)	10.00 (5.30)	2.00 (3.10)	27.683 (0.001)*
Superintendents CAGS and/or doctorate	44.00 (55.10)	16.00 (11.90)	14.00 (7.00)	
ABE administrators bachelors and/or masters	75.00 (62.50)	5.00 (13.50)	4.00 (8.00)	
ABE administrators CAGS and/or doctorate	17.00 (14.90)	3.00 (3.20)	0.00 (1.90)	

TABLE 33 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	11.00 (15.30)	6.00 (2.50)	2.00 (1.20)	12.423 (0.053)*
Superintendents majored in other	6.00 (5.60)	0.00 (0.90)	1.00 (0.50)	
ABE administrators majored in administration	14.00 (14.50)	3.00 (2.30)	1.00 (1.20)	
ABE administrators majored in other	31.00 (26.60)	1.00 (4.30)	1.00 (2.10)	
Superintendents anglo/American	53.00 (65.90)	24.00 (14.80)	12.00 (8.30)	25.435 (0.003)*
Superintendents other	12.00 (12.60)	1.00 (2.80)	4.00 (1.60)	
ABE administrators anglo/American	77.00 (64.40)	7.00 (14.50)	3.00 (8.10)	
ABE administrators other	9.00 (8.10)	2.00 (1.80)	0.00 (1.00)	

TABLE 33 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	48.00 (63.20)	22.00 (13.70)	15.00 (8.10)	25.688 (0.003)*
Superintendents ≥ 4 semester hours earned in adult education	17.00 (15.60)	3.00 (3.40)	1.00 (2.00)	
ABE administrators ≤ 3 semester hours earned in adult education	57.00 (49.10)	7.00 (10.60)	2.00 (6.30)	
ABE administrators ≥ 4 semester hours earned in adult education	35.00 (29.00)	2.00 (6.30)	2.00 (3.70)	
Superintendents reporting school district size ≤ 2999	12.00 (14.70)	5.00 (3.30)	3.00 (2.00)	14.577 (0.023)*
Superintendents reporting school district size ≥ 3000	49.00 (57.30)	17.00 (12.90)	12.00 (7.80)	
ABE administrators reporting school district size ≤ 2999	7.00 (5.90)	1.00 (1.30)	0.00 (0.80)	
ABE administrators reporting school district size ≥ 3000	65.00 (55.10)	7.00 (12.40)	3.00 (7.50)	

TABLE 34

THEME: AWARENESS OF ABE
ITEM 7, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	20.00 (27.80)	17.00 (16.30)	22.00 (14.90)	20.502 (0.002)*
Superintendents ≥ 9 years administrative experience	14.00 (21.20)	16.00 (12.40)	15.00 (11.40)	
Administrators ≤ 8 years administrative experience	44.00 (33.50)	15.00 (19.60)	12.00 (17.90)	
ABE Administrators ≥ 9 years administrative experience	21.00 (16.50)	10.00 (9.70)	4.00 (8.80)	
Superintendents age ≤ 49	13.00 (18.40)	12.00 (10.80)	14.00 (9.80)	20.968 (0.001)*
Superintendents age ≥ 50	21.00 (30.60)	21.00 (18.00)	23.00 (16.40)	
ABE administrators age ≤ 49	45.00 (32.10)	14.00 (18.80)	9.00 (17.20)	
ABE administrators age ≥ 50	20.00 (17.90)	11.00 (10.50)	7.00 (9.60)	

TABLE 34 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	33.00 (45.00)	30.00 (25.90)	32.00 (24.10)	25.262 (0.003)*
Superintendents female	1.00 (4.30)	3.00 (2.50)	5.00 (2.30)	
ABE administrators male	55.00 (40.70)	21.00 (23.50)	10.00 (21.80)	
ABE administrators female	10.00 (9.00)	3.00 (5.20)	6.00 (4.80)	
Superintendents bachelors and/or masters	12.00 (15.10)	13.00 (8.70)	7.00 (8.20)	24.816 (0.004)*
Superintendents CAGS and/or doctorate	22.00 (34.10)	20.00 (19.50)	30.00 (18.40)	
ABE administrators bachelors and/or masters	51.00 (39.80)	20.00 (22.70)	13.00 (21.50)	
ABE administrators CAGS and/or doctorate	13.00 (9.00)	3.00 (5.10)	3.00 (4.90)	

TABLE 34 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	7.00 (9.60)	6.00 (5.60)	6.00 (3.80)	7.902 (0.245)
Superintendents majored in other	2.00 (3.00)	3.00 (1.80)	1.00 (1.20)	
ABE administrators majored in administration	7.00 (8.60)	7.00 (5.00)	3.00 (3.40)	
ABE administrators majored in other	22.00 (16.70)	6.00 (9.70)	5.00 (6.60)	
Superintendents anglo/American	26.00 (40.40)	29.00 (24.50)	31.00 (21.10)	24.572 (0.004)*
Superintendents other	8.00 (8.00)	4.00 (4.80)	5.00 (4.20)	
ABE administrators anglo/American	56.00 (40.40)	19.00 (24.50)	11.00 (21.10)	
ABE administrators other	4.00 (5.20)	5.00 (3.10)	2.00 (2.70)	

TABLE 34 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	29.00 (38.40)	20.00 (22.60)	33.00 (21.00)	36.792 (0.001)*
Superintendents ≥ 4 semester hours earned in adult education	5.00 (9.80)	12.00 (5.80)	4.00 (5.40)	
ABE administrators ≤ 3 semester hours earned in adult education	32.00 (30.50)	19.00 (17.90)	14.00 (16.60)	
ABE administrators ≥ 4 semester hours earned in adult education	31.00 (18.30)	6.00 (10.70)	2.00 (10.00)	
Superintendents reporting school district size ≤ 2999	4.00 (9.00)	9.00 (4.90)	6.00 (5.00)	19.174 (0.003)*
Superintendents reporting school district size ≥ 3000	28.00 (36.10)	21.00 (19.80)	27.00 (20.20)	
ABE administrators reporting school district size ≤ 2999	5.00 (3.80)	2.00 (2.10)	1.00 (2.10)	
ABE administrators reporting school district size ≥ 3000	47.00 (35.10)	14.00 (19.20)	13.00 (19.60)	

TABLE 35

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 9, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	25.00 (30.00)	9.00 (11.00)	26.00 (19.00)	10.456 (0.106)
Superintendents ≥ 9 years administrative experience	20.00 (23.00)	8.00 (8.50)	18.00 (14.50)	
Administrators ≤ 8 years administrative experience	43.00 (36.00)	15.00 (13.20)	14.00 (22.80)	
ABE Administrators ≥ 9 years administrative experience	18.00 (17.00)	7.00 (6.30)	9.00 (10.70)	
Superintendents age ≤ 49	20.00 (19.05)	4.00 (7.20)	15.00 (12.30)	14.473 (0.024)*
Superintendents age ≥ 50	25.00 (33.50)	13.00 (12.30)	29.00 (21.20)	
ABE administrators age ≤ 49	42.00 (33.50)	14.00 (12.30)	11.00 (21.20)	
ABE administrators age ≥ 50	19.00 (19.50)	8.00 (7.20)	12.00 (12.30)	

TABLE 35 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	39.00 (48.30)	17.00 (17.90)	41.00 (30.80)	19.039 (0.004)*
Superintendents female	6.00 (4.50)	0.00 (1.70)	3.00 (2.90)	
ABE administrators male	52.00 (42.80)	14.00 (15.90)	20.00 (27.30)	
ABE administrators female	8.00 (9.50)	8.00 (3.50)	3.00 (6.00)	
Superintendents bachelors and/or masters	14.00 (16.60)	4.00 (5.80)	15.00 (10.60)	11.102 0.085)
Superintendents CAGS and/or doctorate	31.00 (36.70)	13.00 (12.90)	29.00 (23.40)	
ABE administrators bachelors and/or masters	47.00 (42.20)	16.00 (14.90)	21.00 (26.90)	
ABE administrators CAGS and/or doctorate	13.00 (9.50)	4.00 (3.40)	2.00 (6.10)	

TABLE 35 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	10.00 (10.80)	3.00 (4.00)	6.00 (4.30)	4.903 (0.556)
Superintendents majored in other	3.00 (4.00)	2.00 (1.50)	2.00 (1.60)	
ABE administrators majored in administration	10.00 (9.60)	2.00 (3.60)	5.00 (3.80)	
ABE administrators majored in other	20.00 (18.70)	9.00 (6.90)	4.00 (7.40)	
Superintendents anglo/American	34.00 (42.20)	14.00 (15.60)	40.00 (28.20)	19.145 (0.003)*
Superintendents other	11.00 (8.50)	2.00 (3.00)	4.00 (5.40)	
ABE administrators anglo/American	51.00 (43.70)	20.00 (15.40)	16.00 (27.90)	
ABE administrators other	6.00 (5.50)	0.00 (2.00)	5.00 (3.50)	

TABLE 35 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	33.00 (41.80)	14.00 (15.70)	37.00 (26.50)	12.574 (0.050)*
Superintendents ≥ 4 semester hours earned in adult education	12.00 (10.40)	3.00 (3.90)	6.00 (6.60)	
ABE administrators ≤ 3 semester hours earned in adult education	34.00 (32.30)	14.00 (12.10)	17.00 (20.50)	
ABE administrators ≥ 4 semester hours earned in adult education	25.00 (19.40)	8.00 (7.30)	6.00 (12.30)	
Superintendents reporting school district size ≤ 2999	8.00 (9.60)	3.00 (4.00)	9.00 (6.40)	9.383 (0.153)
Superintendents reporting school district size ≥ 3000	34.00 (37.00)	12.00 (15.50)	31.00 (24.50)	
ABE administrators reporting school district size ≤ 2999	4.00 (3.80)	2.00 (1.60)	2.00 (2.50)	
ABE administrators reporting school district size ≥ 3000	40.00 (35.60)	19.00 (14.90)	15.00 (21.60)	

TABLE 36

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 10, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	42.00 (46.50)	10.00 (7.30)	8.00 (6.20)	14.603 (0.023)*
Superintendents ≥ 9 years administrative experience	30.00 (36.40)	10.00 (5.70)	7.00 (4.90)	
Administrators ≤ 8 years administrative experience	65.00 (55.80)	3.00 (8.80)	4.00 (7.40)	
ABE Administrators ≥ 9 years administrative experience	28.00 (26.30)	3.00 (4.20)	3.00 (3.50)	
Superintendents age ≤ 49	27.00 (30.20)	6.00 (4.80)	6.00 (4.00)	16.213 (0.012)*
Superintendents age ≥ 50	45.00 (52.70)	14.00 (8.30)	9.00 (7.00)	
ABE administrators age ≤ 49	62.00 (51.90)	2.00 (8.20)	3.00 (6.90)	
ABE administrators age ≥ 50	31.00 (30.20)	4.00 (4.80)	4.00 (4.00)	

TABLE 36 - Continued

	Agree	Neutral	Disagree	χ^2 (P.< .05)*
Superintendents male	64.00 (76.30)	19.00 (12.00)	15.00 (9.70)	18.821 (0.004)*
Superintendents female	8.00 (7.00)	1.00 (1.10)	0.00 (0.90)	
ABE administrators male	74.00 (66.90)	6.00 (10.50)	6.00 (8.50)	
ABE administrators female	19.00 (14.80)	0.00 (2.30)	0.00 (1.90)	
Superintendents bachelors and/or masters	23.00 (25.50)	7.00 (4.10)	3.00 (3.50)	15.909 (0.014)*
Superintendents CAGS and/or doctorate	49.00 (57.10)	13.00 (9.20)	12.00 (7.80)	
ABE administrators bachelors and/or masters	71.00 (64.80)	6.00 (10.40)	7.00 (8.80)	
ABE administrators CAGS and/or doctorate	19.00 (14.70)	0.00 (2.40)	0.00 (2.00)	

TABLE 36 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents majored in administration	16.00 (16.50)	0.00 (0.80)	3.00 (1.80)	8.441 (0.207)
Superintendents majored in other	6.00 (6.10)	1.00 (0.30)	0.00 (0.60)	
ABE administrators majored in administration	14.00 (14.80)	2.00 (0.70)	1.00 (1.60)	
ABE administrators majored in other	30.00 (28.70)	0.00 (1.30)	3.00 (3.00)	
Superintendents anglo/American	59.00 (68.50)	16.00 (10.90)	14.00 (9.60)	14.987 (0.020)*
Superintendents other	12.00 (13.10)	4.00 (2.10)	1.00 (1.80)	
ABE administrators anglo/American	77.00 (67.00)	4.00 (10.70)	6.00 (9.40)	
ABE administrators other	9.00 (8.50)	1.00 (1.30)	1.00 (1.20)	

TABLE 36 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	56.00 (66.00)	16.00 (10.10)	13.00 (8.90)	15.371 (0.017)*
Superintendents ≥ 4 semester hours earned in adult education	15.00 (16.30)	4.00 (2.50)	2.00 (2.20)	
ABE administrators ≤ 3 semester hours earned in adult education	57.00 (50.50)	3.00 (7.70)	5.00 (6.80)	
ABE administrators ≥ 4 semester hours earned in adult education	35.00 (30.30)	2.00 (4.60)	2.00 (4.10)	
Superintendents reporting school district size ≤ 2999	14.00 (15.30)	4.00 (2.80)	2.00 (1.90)	13.786 (0.032)*
Superintendents reporting school district size ≥ 3000	52.00 (59.80)	16.00 (10.80)	10.00 (7.40)	
ABE administrators reporting school district size ≤ 2999	6.00 (6.10)	2.00 (1.10)	0.00 (0.80)	
ABE administrators reporting school district size ≥ 3000	66.00 (56.70)	3.00 (10.30)	5.00 (7.00)	

TABLE 37

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 11, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	41.00 (42.30)	15.00 (14.10)	4.00 (3.70)	7.416 (0.284)
Superintendents ≥ 9 years administrative experience	27.00 (33.10)	16.00 (11.00)	4.00 (2.90)	
Administrators ≤ 8 years administrative experience	57.00 (50.70)	11.00 (16.90)	4.00 (4.40)	
ABE Administrators ≥ 9 years administrative experience	25.00 (23.90)	8.00 (8.00)	1.00 (2.10)	
Superintendents age ≤ 49	25.00 (27.50)	11.00 (9.20)	3.00 (2.40)	5.169 (0.522)
Superintendents age ≥ 50	43.00 (47.90)	20.00 (16.00)	5.00 (4.20)	
ABE administrators age ≤ 49	53.00 (47.20)	11.00 (15.70)	3.00 (4.10)	
ABE administrators age ≥ 50	29.00 (27.50)	8.00 (9.20)	2.00 (2.40)	

TABLE 37 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	63.00 (69.30)	28.00 (23.10)	7.00 (5.50)	6.040 (0.418)
Superintendents female	5.00 (6.40)	3.00 (2.10)	1.00 (0.50)	
ABE administrators male	67.00 (60.80)	16.00 (20.30)	3.00 (4.90)	
ABE administrators female	15.00 (13.40)	3.00 (4.50)	1.00 (1.10)	
Superintendents bachelors and/or masters	18.00 (23.10)	11.00 (7.90)	4.00 (2.00)	7.010 (0.319)
Superintendents CAGS and/or doctorate	50.00 (51.80)	20.00 (17.60)	4.00 (4.60)	
ABE administrators bachelors and/or masters	64.00 (58.80)	16.00 (20.00)	4.00 (5.20)	
ABE administrators CAGS and/or doctorate	15.00 (13.30)	3.00 (4.50)	1.00 (1.20)	

TABLE 37 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)
Superintendents majored in administration	15.00 (14.30)	3.00 (3.80)	1.00 (1.00)	2.360 (0.883)
Superintendents majored in other	5.00 (5.30)	2.00 (1.40)	0.00 (0.40)	
ABE administrators majored in administration	11.00 12.80)	5.00 (3.40)	1.00 (0.90)	
ABE administrators majored in other	26.00 (24.80)	5.00 (6.50)	2.00 (1.70)	
Superintendents anglo/American	55.00 (62.80)	27.00 (20.50)	7.00 (5.70)	6.489 (0.370)
Superintendents other	13.00 (12.00)	3.00 (3.90)	1.00 (1.10)	
ABE administrators anglo/American	67.00 (61.40)	15.00 (20.00)	5.00 (5.50)	
ABE administrators other	9.00 (7.80)	2.00 (2.50)	0.00 (0.70)	

TABLE 37 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	55.00 (59.90)	24.00 (19.80)	6.00 (5.30)	6.069 (0.415)
Superintendents ≥ 4 semester hours earned in adult education	12.00 (14.80)	7.00 (4.90)	2.00 (1.30)	
ABE administrators ≤ 3 semester hours earned in adult education	50.00 (45.80)	12.00 (15.20)	3.00 (4.00)	
ABE administrators ≥ 4 semester hours earned in adult education	31.00 (27.50)	6.00 (9.10)	2.00 (2.40)	
Superintendents reporting school district size ≤ 2999	11.00 (13.70)	8.00 (5.00)	1.00 (1.30)	4.053 (0.669)
Superintendents reporting school district size ≥ 3000	52.00 (53.30)	20.00 (19.50)	6.00 (5.20)	
ABE administrators reporting school district size ≤ 2999	6.00 (5.50)	2.00 (2.00)	0.00 (0.50)	
ABE administrators reporting school district size ≥ 3000	54.00 (50.60)	15.00 (18.50)	5.00 (4.90)	

TABLE 38

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 12, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	40.00 (42.80)	13.00 (9.90)	7.00 (7.30)	3.796 (0.704)
Superintendents ≥ 9 years administrative experience	33.00 (33.50)	9.00 (7.70)	5.00 (5.70)	
ABE administrators ≤ 8 years administrative experience	55.00 (51.40)	9.00 (11.80)	8.00 (8.80)	
ABE administrators ≥ 9 years administrative experience	24.00 (24.30)	4.00 (5.60)	6.00 (4.20)	
Superintendents age ≤ 49	31.00 (27.80)	7.00 (6.40)	1.00 (4.80)	8.656 (0.193)
Superintendents age ≥ 50	42.00 (48.50)	15.00 (11.20)	11.00 (8.30)	
ABE administrators age ≤ 49	52.00 (47.80)	7.00 (11.00)	8.00 (8.20)	
ABE administrators age ≥ 50	27.00 (27.80)	6.00 (6.40)	6.00 (4.80)	

TABLE 38 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	66.00 (70.30)	20.00 (16.20)	12.00 (11.60)	7.482 (0.278)
Superintendents female	7.00 (6.50)	2.00 (1.50)	0.00 (1.10)	
ABE administrators male	62.00 (61.70)	11.00 (14.20)	13.00 (10.10)	
ABE administrators female	17.00 (13.60)	2.00 (3.10)	0.00 (2.20)	
Superintendents bachelors and/or masters	23.00 (23.40)	8.00 (5.50)	2.00 (4.10)	7.091 (0.312)
Superintendents CAGS and/or doctorate	50.00 (52.50)	14.00 (12.30)	10.00 (9.20)	
ABE administrators bachelors and/or masters	59.00 (59.60)	13.00 (14.00)	12.00 (10.40)	
ABE administrators CAGS and/or doctorate	17.00 (13.50)	0.00 (3.20)	2.00 (2.40)	

TABLE 38 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	15.00 (14.50)	2.00 (3.00)	2.00 (1.50)	1.892 (0.929)
Superintendents majored in other	5.00 (5.30)	1.00 (1.10)	1.00 (0.60)	
ABE administrators majored in administration	12.00 (13.00)	4.00 (2.70)	1.00 (1.30)	
ABE administrators majored in other	26.00 (25.20)	5.00 (5.20)	2.00 (2.60)	
Superintendents anglo/American	59.00 (63.30)	19.00 (14.40)	11.00 (11.30)	8.401 (0.210)
Superintendents other	13.00 (12.10)	3.00 (2.80)	1.00 (2.20)	
ABE administrators anglo/American	62.00 (61.80)	11.00 (14.10)	14.00 (11.10)	
ABE administrators other	11.00 (7.80)	0.00 (1.80)	0.00 (1.40)	

TABLE 38 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	55.00 (61.10)	20.00 (13.80)	10.00 (10.10)	10.488 (0.105)
Superintendents ≥ 4 semester hours earned in adult education	18.00 (15.10)	2.00 (3.40)	1.00 (2.50)	
ABE administrators ≤ 3 semester hours earned in adult education	52.00 (46.70)	7.00 (10.50)	6.00 (7.70)	
ABE administrators ≥ 4 semester hours earned in adult education	26.00 (28.00)	5.00 (6.30)	8.00 (4.60)	
Superintendents reporting school district size ≤ 2999	12.00 (13.90)	7.00 (3.40)	1.00 (2.70)	6.722 (0.347)
Superintendents reporting school district size ≥ 3000	54.00 (54.20)	13.00 (13.40)	11.00 (10.40)	
ABE administrators reporting school district size ≤ 2999	5.00 (5.60)	2.00 (1.40)	1.00 (1.10)	
ABE administrators reporting school district size ≥ 3000	54.00 (51.40)	9.00 (12.70)	11.00 (9.90)	

TABLE 39

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 13, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	55.00 (57.50)	3.00 (1.70)	2.00 (0.80)	6.408 (0.379)
Superintendents ≥ 9 years administrative experience	44.00 (45.00)	2.00 (1.30)	1.00 (0.70)	
ABE administrators ABE administrators ≤ 8 years	71.00 (69.00)	1.00 (2.00)	0.00 (1.00)	
ABE administrators ABE administrators ≥ 9 years	35.00 (33.50)	0.00 (1.00)	0.00 (0.50)	
Superintendents age ≤ 49	37.00 (37.40)	1.00 (1.10)	1.00 (0.50)	7.136 (0.308)
Superintendents age ≥ 50	62.00 (65.10)	4.00 (1.90)	2.00 (1.00)	
ABE administrators age ≤ 49	67.00 (65.10)	1.00 (1.90)	0.00 (1.00)	
ABE administrators age ≥ 50	39.00 (37.40)	0.00 (1.10)	0.00 (0.50)	

TABLE 39 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	90.00 (93.90)	5.00 (2.80)	3.00 (1.40)	8.785 (0.186)
Superintendents female	9.00 (8.60)	0.00 (0.30)	0.00 (0.10)	
ABE administrators male	87.00 (83.30)	0.00 (2.50)	0.00 (1.20)	
ABE administrators female	18.00 (18.20)	1.00 (0.50)	0.00 (0.30)	
Superintendents bachelors and/or masters	32.00 (31.70)	1.00 (0.80)	0.00 (0.50)	11.362 (0.077)
Superintendents CAGS and/or doctorate	67.00 (71.20)	4.00 (1.80)	3.00 (1.10)	
ABE administrators bachelors and/or masters	84.00 (80.80)	0.00 (2.00)	0.00 (1.20)	
ABE administrators CAGS and/or doctorate	20.00 (19.20)	0.00 (0.50)	0.00 (0.30)	

TABLE 39 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	18.00 (18.50)	0.00 (0.20)	1.00 (0.20)	13.200 (0.040)*
Superintendents majored in other	6.00 (6.80)	1.00 (0.10)	0.00 (0.10)	
ABE administrators majored in administration	18.00 (17.50)	0.00 (0.20)	0.00 (0.20)	
ABE administrators majored in other	33.00 (32.10)	0.00 (0.40)	0.00 (0.40)	
Superintendents anglo/American	81.00 (85.10)	5.00 (2.60)	3.00 (1.30)	10.940 (0.089)
Superintendents other	17.00 (16.30)	0.00 (0.50)	0.00 (0.30)	
ABE administrators anglo/American	87.00 (83.20)	0.00 (2.60)	0.00 (1.30)	
ABE administrators other	10.00 (10.50)	1.00 (0.30)	0.00 (0.20)	

TABLE 39 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	79.00 (81.40)	3.00 (2.40)	3.00 (1.20)	91.658 (0.139)
Superintendents ≥ 4 semester hours earned in adult education	19.00 (20.10)	2.00 (0.60)	0.00 (0.30)	
ABE administrators ≤ 3 semester hours earned in adult education	65.00 (63.20)	1.00 (1.90)	0.00 (0.90)	
ABE administrators ≥ 4 semester hours earned in adult education	39.00 (37.30)	0.00 (1.10)	0.00 (0.60)	
Superintendents reporting school district size ≤ 2999	19.00 (19.20)	1.00 (0.40)	0.00 (0.30)	7.696 (0.261)
Superintendents reporting school district size ≥ 3000	72.00 (75.00)	3.00 (1.70)	3.00 (1.30)	
ABE administrators reporting school district size ≤ 2999	8.00 (7.70)	0.00 (0.20)	0.00 (0.10)	
ABE administrators reporting school district size ≥ 3000	75.00 (72.10)	0.00 (1.70)	0.00 (1.20)	

TABLE 40

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 14, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	36.00 (41.50)	17.00 (13.60)	6.00 (3.90)	13.398 (0.037)*
Superintendents Superintendents ≥ 9 years	27.00 (33.00)	15.00 (10.90)	5.00 (3.10)	
ABE administrators age ≤ 49	57.00 (50.60)	13.00 (16.60)	2.00 (4.80)	
ABE administrators Superintendents ≥ 9 years	29.00 (23.90)	4.00 (7.90)	1.00 (2.20)	
Superintendents age ≤ 49	19.00 (27.40)	14.00 (9.00)	6.00 (2.60)	17.324 (0.008)*
Superintendents age ≥ 50	44.00 (47.10)	18.00 (15.50)	5.00 (4.40)	
ABE administrators age ≤ 49	53.00 (47.10)	12.00 (15.50)	2.00 (4.40)	
ABE administrators age ≥ 50	33.00 (27.40)	5.00 (9.00)	1.00 (2.60)	

TABLE 40 - Continued

	Agree	Neutral	Disagree	χ^2 (P.< .05)*
Superintendents male	56.00 (68.00)	30.00 (22.50)	11.00 (6.40)	15.612 (0.016)*
Superintendents female	7.00 (6.30)	2.00 (2.10)	0.00 (0.60)	
ABE administrators male	68.00 (60.30)	15.00 (20.00)	3.00 (5.70)	
ABE administrators female	17.00 (13.30)	2.00 (4.40)	0.00 (1.30)	
Superintendents bachelors and/or masters	24.00 (23.10)	5.00 (7.70)	4.00 (2.20)	18.321 (0.005)*
Superintendents CAGS and/or doctorate	39.00 (51.00)	27.00 (17.10)	7.00 (4.90)	
ABE administrators bachelors and/or masters	66.00 (58.00)	14.00 (19.50)	3.00 (5.60)	
ABE administrators CAGS and/or doctorate	17.00 (14.00)	3.00 (4.70)	0.00 (1.30)	

TABLE 40 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	13.00 (14.20)	5.00 (3.80)	1.00 (1.00)	2.353 (0.884)
Superintendents majored in other	4.00 (4.50)	2.00 (1.20)	0.00 (0.30)	
ABE administrators majored in administration	15.00 (13.40)	2.00 (3.60)	1.00 (1.00)	
ABE administrators majored in other	24.00 (23.90)	6.00 (6.40)	2.00 (1.70)	
Superintendents anglo/American	52.00 (61.40)	27.00 (20.50)	9.00 (6.10)	11.740 (0.068)
Superintendents other	11.00 (11.90)	4.00 (4.00)	2.00 (1.20)	
ABE administrators anglo/American	68.00 (60.00)	15.00 (20.00)	3.00 (6.00)	
ABE administrators other	10.00 (7.70)	1.00 (2.60)	0.00 (0.80)	

TABLE 40 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	50.00 (59.10)	25.00 (19.30)	9.00 (5.60)	14.290 (0.026)*
Superintendents ≥ 4 semester hours earned in adult education	12.00 (14.80)	7.00 (4.80)	2.00 (1.40)	
ABE administrators ≤ 3 semester hours earned in adult education	53.00 (45.70)	11.00 (14.90)	1.00 (4.40)	
ABE administrators ≥ 4 semester hours earned in adult education	32.00 (27.40)	5.00 (9.00)	2.00 (2.60)	
Superintendents reporting school district size ≤ 2999	9.00 (13.20)	8.00 (4.30)	2.00 (1.50)	11.226 (0.081)
Superintendents reporting school district size ≥ 3000	50.00 (54.20)	19.00 (17.80)	9.00 (6.10)	
ABE administrators reporting school district size ≤ 2999	6.00 (5.60)	2.00 (1.80)	0.00 (0.60)	
ABE administrators reporting school district size ≥ 3000	60.00 (52.10)	12.00 (17.10)	3.00 (5.80)	

TABLE 41

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 15, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	33.00 (39.00)	23.00 (15.40)	4.00 (5.60)	17.383 (0.008)*
Superintendents ≥ 9 years administrative experience	24.00 (30.50)	15.00 (12.10)	8.00 (4.4)	
ABE administrators ≤ 8 years administrative experience	54.00 (46.80)	13.00 (18.50)	5.00 (6.70)	
ABE administrators ≥ 9 years administrative experience	28.00 (22.70)	4.00 (9.00)	3.00 (3.30)	
Superintendents age ≤ 49	22.00 (25.30)	13.00 (10.00)	4.00 (3.60)	14.412 (0.025)*
Superintendents age ≥ 50	35.00 (44.20)	25.00 (17.50)	8.00 (6.40)	
ABE administrators age ≤ 49	54.00 (44.20)	10.00 (17.50)	4.00 (6.40)	
ABE administrators age ≥ 50	28.00 (25.30)	7.00 (10.00)	4.00 (3.60)	

TABLE 41 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	51.00 (64.00)	36.00 (24.80)	11.00 (9.20)	17.326 (0.008)*
Superintendents female	6.00 (5.90)	2.00 (2.30)	1.00 (0.80)	
ABE administrators male	65.00 (56.80)	14.00 (22.10)	8.00 (8.20)	
ABE administrators female	17.00 (12.40)	2.00 (4.80)	0.00 (1.80)	
Superintendents bachelors and/or masters	18.00 (21.40)	12.00 (8.40)	3.00 (3.10)	14.246 (0.027)*
Superintendents CAGS and/or doctorate	39.00 (48.00)	26.00 (18.90)	9.00 (7.00)	
ABE administrators bachelors and/or masters	65.00 (54.50)	12.00 (21.50)	7.00 (8.00)	
ABE administrators CAGS and/or doctorate	15.00 (13.00)	4.00 (5.10)	1.00 (1.90)	

TABLE 41 Continued

	Agree	Neutral	Disagree	χ^2 (P.< .05)*
Superintendents majored in administration	11.00 (13.30)	7.00 (4.40)	1.00 (1.20)	4.803 (0.569)
Superintendents majored in other	5.00 (4.90)	1.00 (1.60)	1.00 (0.50)	
ABE administrators majored in administration	12.00 (12.60)	4.00 (4.20)	2.00 (1.20)	
ABE administrators majored in other	26.00 (23.10)	6.00 (7.70)	1.00 (2.10)	
Superintendents anglo/American	50.00 (58.00)	28.00 (22.30)	11.00 (8.70)	19.054 (0.004)*
Superintendents other	7.00 (11.10)	9.00 (4.30)	1.00 (1.70)	
ABE administrators anglo/American	68.00 (56.70)	11.00 (21.80)	8.00 (8.50)	
ABE administrators other	8.00 (7.20)	3.00 (2.80)	(0.00) (1.10)	

TABLE 41 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	44.00 (55.20)	31.00 (21.80)	10.00 (8.10)	18.016 (0.006)*
Superintendents ≥ 4 semester hours earned in adult education	12.00 (13.60)	7.00 (5.40)	2.00 (2.00)	
ABE administrators ≤ 3 semester hours earned in adult education	48.00 (42.90)	14.00 (16.90)	4.00 (6.30)	
ABE administrators ≥ 4 semester hours earned in adult education	33.00 (25.30)	2.00 (10.00)	4.00 (3.70)	
Superintendents reporting school district size ≤ 2999	8.00 (13.00)	9.00 (5.10)	3.00 (1.90)	16.930 (0.009)*
Superintendents reporting school district size ≥ 3000	45.00 (50.90)	25.00 (19.80)	8.00 (7.30)	
ABE administrators reporting school district size ≤ 2999	5.00 (5.20)	3.00 (2.00)	0.00 (0.80)	
ABE administrators reporting school district size ≥ 3000	60.00 (48.90)	9.00 (19.10)	6.00 (7.00)	

TABLE 42

THEME: SOCIAL AND ECONOMIC IMPACT OF ABE
ITEM 16, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	8.00 (12.10)	15.00 (16.90)	36.00 (29.90)	17.692 (0.007)*
Superintendents ≥ 9 years administrative experience	6.00 (9.50)	11.00 (13.20)	29.00 (23.30)	
ABE administrators ≤ 8 years administrative experience	21.00 (14.60)	18.00 (20.40)	32.00 (36.00)	
ABE administrators ≥ 9 years administrative experience	8.00 (6.80)	16.00 (9.50)	9.00 (16.70)	
Superintendents age ≤ 49	1.00 (8.00)	7.00 (11.20)	31.00 (19.80)	29.114 (0.001)*
Superintendents age ≥ 50	13.00 (13.60)	19.00 (18.90)	34.00 (33.50)	
ABE administrators age ≤ 49	23.00 (13.80)	16.00 (19.20)	28.00 (34.00)	
ABE administrators age ≥ 50	6.00 (7.60)	18.00 (10.60)	13.00 (18.80)	

TABLE 42 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	14.00 (19.80)	25.00 (27.70)	57.00 (48.50)	21.232 (0.001)*
Superintendents female	0.00 (1.90)	1.00 (2.60)	8.00 (4.50)	
ABE administrators male	25.00 (17.80)	32.00 (24.80)	29.00 (43.40)	
ABE administrators female	4.00 (3.50)	2.00 (4.90)	11.00 (8.60)	
Superintendents bachelors and/or masters	6.00 (6.50)	2.00 (9.20)	24.00 (16.30)	19.390 (0.003)*
Superintendents CAGS and/or doctorate	8.00 (14.90)	24.00 (20.90)	41.00 (37.20)	
ABE administrators bachelors and/or masters	23.00 (16.50)	27.00 (23.20)	31.00 (41.30)	
ABE administrators CAGS and/or doctorate	5.00 (4.10)	6.00 (5.70)	9.00 (10.20)	

TABLE 42 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	3.00 (4.80)	5.00 (4.80)	11.00 (9.40)	14.839 (0.021)*
Superintendents majored in other	0.00 (1.80)	1.00 (1.80)	6.00 (3.50)	
ABE administrators majored in administration	10.00 (4.60)	4.00 (4.60)	4.00 (8.90)	
ABE administrators majored in other	6.00 (7.90)	9.00 (7.90)	16.00 (15.30)	
Superintendents anglo/American	11.00 (17.60)	20.00 (25.10)	57.00 (45.30)	13.425 (0.036)*
Superintendents other	3.00 (3.20)	5.00 (4.60)	8.00 (8.20)	
ABE administrators anglo/American	23.00 (17.00)	27.00 (24.20)	35.00 (43.80)	
ABE administrators other	3.00 (2.20)	5.00 (3.10)	3.00 (5.70)	

TABLE 42 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	9.00 (17.10)	22.00 (24.10)	53.00 (42.80)	15.563 (0.016)*
Superintendents ≥ 4 semester hours earned in adult education	4.00 (4.10)	4.00 (5.70)	12.00 (10.20)	
ABE administrators ≤ 3 semester hours earned in adult education	18.00 (13.00)	18.00 (18.30)	28.00 (32.60)	
ABE administrators ≥ 4 semester hours earned in adult education	11.00 (7.70)	15.00 (10.90)	12.00 (19.40)	
Superintendents reporting school district size ≤ 2999	4.00 (4.30)	2.00 (5.50)	14.00 (10.20)	20.328 (0.002)*
Superintendents reporting school district size ≥ 3000	9.00 (16.30)	23.00 (21.00)	44.00 (38.60)	
ABE administrators reporting school district size ≤ 2999	5.00 (1.70)	0.00 (2.20)	3.00 (4.10)	
ABE administrators reporting school district size ≥ 3000	20.00 (15.70)	24.00 (20.20)	29.00 (37.10)	

TABLE 43

THEME: CERTIFICATION
ITEM 17, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	32.00 (35.30)	13.00 (10.10)	15.00 (14.60)	10.971 (0.089)
Superintendents ≥ 9 years administrative experience	22.00 (27.70)	11.00 (7.90)	14.00 (11.40)	
ABE administrators ≤ 8 years administrative experience	50.00 (42.40)	10.00 (12.10)	12.00 (17.50)	
ABE administrators ≥ 9 years administrative experience	22.00 (20.60)	2.00 (5.90)	11.00 (8.50)	
Superintendents age ≤ 49	21.00 (23.00)	9.00 (6.60)	9.00 (9.50)	8.496 (0.204)
Superintendents age ≥ 50	33.00 (40.00)	15.00 (11.40)	20.00 (16.50)	
ABE administrators age ≤ 49	44.00 (40.00)	9.00 11.40)	15.00 (16.50)	
ABE administrators age ≥ 50	28.00 (23.00)	3.00 (6.60)	8.00 (9.50)	

TABLE 43 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	49.00 (57.50)	22.00 (16.60)	27.00 (23.90)	13.048 (0.042)*
Superintendents female	5.00 (5.30)	2.00 (1.50)	2.00 (2.20)	
ABE administrators male	55.00 (51.10)	9.00 (14.70)	23.00 (21.20)	
ABE administrators female	16.00 (11.20)	3.00 (3.20)	0.00 (4.60)	
Superintendents bachelors and/or masters	21.00 (19.20)	4.00 (5.60)	8.00 (8.10)	13.279 (0.038)*
Superintendents CAGS and/or doctorate	33.00 (43.10)	20.00 (12.60)	21.00 (18.20)	
ABE administrators bachelors and/or masters	58.00 (49.00)	10.00 (14.30)	16.00 (20.70	
ABE administrators CAGS and/or doctorate	11.00 (11.70)	2.00 (3.40)	7.00 (4.90)	

TABLE 43 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	11.00 (11.60)	3.00 (2.20)	5.00 (5.20)	8.217 (0.222)
Superintendents majored in other	3.00 (4.30)	2.00 (0.80)	2.00 (1.90)	
ABE administrators majored in administration	8.00 (11.10)	3.00 (2.10)	7.00 (4.90)	
ABE administrators majored in other	25.00 (20.10)	1.00 (3.90)	7.00 (9.00)	
Superintendents anglo/American	45.00 (51.90)	20.00 (14.80)	24.00 (22.30)	8.869 (0.181)
Superintendents other	8.00 (9.90)	4.00 (2.80)	5.00 (4.30)	
ABE administrators anglo/American	58.00 (50.80)	10.00 (14.50)	19.00 (21.80)	
ABE administrators other	8.00 (6.40)	0.00 (1.80)	3.00 (2.80)	

TABLE 43 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	43.00 (50.00)	16.00 (14.50)	26.00 (20.50)	14.193 (0.027)*
Superintendents ≥ 4 semester hours earned in adult education	10.00 (12.30)	8.00 (3.60)	3.00 (5.10)	
ABE administrators ≤ 3 semester hours earned in adult education	45.00 (38.80)	9.00 (11.30)	12.00 (16.00)	
ABE administrators ≥ 4 semester hours earned in adult education	26.00 (22.90)	3.00 (6.70)	10.00 (9.40)	
Superintendents reporting school district size ≤ 2999	10.00 (11.20)	5.00 (3.50)	5.00 (5.30)	6.381 (0.381)
Superintendents reporting school district size ≥ 3000	38.00 (43.50)	17.00 (13.80)	23.00 (20.70)	
ABE administrators reporting school district size ≤ 2999	5.00 (4.50)	2.00 (1.40)	1.00 (2.10)	
ABE administrators reporting school district size ≥ 3000	48.00 (41.90)	8.00 (13.30)	19.00 (19.90)	

TABLE 44

THEME: CERTIFICATION
ITEM 18, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	27.00 (28.60)	16.00 (12.50)	17.00 (19.00)	3.503 (0.743)
Superintendents ≥ 9 years administrative experience	20.00 (22.40)	9.00 (9.80)	18.00 (14.90)	
ABE administrators ≤ 8 years administrative experience	35.00 (33.80)	14.00 (14.70)	22.00 (22.40)	
ABE administrators ≥ 9 years administrative experience	19.00 (16.20)	5.00 (7.10)	10.00 (10.70)	
Superintendents age ≤ 49	16.00 (18.60)	10.00 (8.10)	13.00 (12.30)	4.969 (0.547)
Superintendents age ≥ 50	31.00 (32.40)	15.00 (14.10)	22.00 (21.50)	
ABE administrators age ≤ 49	30.00 (31.40)	12.00 (13.70)	24.00 (20.90)	
ABE administrators age ≥ 50	24.00 (18.60)	7.00 (8.10)	8.00 (12.30)	

TABLE 44 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	45.00 (46.90)	21.00 (20.00)	32.00 (31.10)	13.163 (0.040)*
Superintendents female	2.00 (4.30)	4.00 (1.80)	3.00 (2.90)	
ABE administrators male	39.00 (40.70)	15.00 (17.30)	31.00 (27.00)	
ABE administrators female	15.00 (9.10)	3.00 (3.90)	1.00 (6.00)	
Superintendents bachelors and/or masters	16.00 (15.90)	7.00 (6.90)	10.00 (10.60)	4.227 (0.646)
Superintendents CAGS and/or doctorate	31.00 (34.70)	18.00 (15.60)	25.00 (23.70)	
ABE administrators bachelors and/or masters	39.00 (38.40)	18.00 (17.30)	25.00 (26.30)	
ABE administrators CAGS and/or doctorate	12.00 (9.40)	1.00 (4.20)	7.00 (6.40)	

TABLE 44 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	8.00 (8.30)	4.00 (3.80)	7.00 (7.00)	7.370 (0.288)
Superintendents majored in other	4.00 (3.00)	0.00 (1.40)	3.00 (2.60)	
ABE administrators majored in administration	5.00 (7.80)	7.00 (3.60)	6.00 (6.60)	
ABE administrators majored in other	16.00 (13.90)	4.00 (6.30)	12.00 (11.80)	
Superintendents anglo/American	38.00 (41.90)	23.00 (18.90)	28.00 (28.20)	3.769 (0.707)
Superintendents other	9.00 (8.00)	2.00 (3.60)	6.00 (5.40)	
ABE administrators anglo/American	42.00 (40.00)	15.00 (18.10)	28.00 (26.90)	
ABE administrators other	6.00 (5.20)	3.00 (2.30)	2.00 (3.50)	

TABLE 44 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	35.00 (39.90)	19.00 (17.90)	31.00 (27.20)	10.432 (0.107)
Superintendents ≥ 4 semester hours earned in adult education	11.00 (9.80)	6.00 (4.40)	4.00 (6.70)	
ABE administrators ≤ 3 semester hours earned in adult education	27.00 (30.90)	15.00 (13.90)	24.00 (21.20)	
ABE administrators ≥ 4 semester hours earned in adult education	25.00 (17.30)	4.00 (7.80)	8.00 (11.90)	
Superintendents reporting school district size ≤ 2999	8.00 (9.70)	5.00 (4.40)	7.00 (5.90)	2.098 (0.910)
Superintendents reporting school district size ≥ 3000	36.00 (37.70)	18.00 (17.30)	24.00 (23.00)	
ABE administrators reporting school district size ≤ 2999	3.00 (3.90)	2.00 (1.80)	3.00 (2.40)	
ABE administrators reporting school district size ≥ 3000	40.00 (35.80)	15.00 (16.40)	19.00 (21.80)	

TABLE 45

THEME: CERTIFICATION
ITEM 19, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	21.00 (24.10)	21.00 (13.90)	18.00 (22.10)	11.872 (0.064)
Superintendents ≥ 9 years administrative experience	15.00 (18.80)	8.00 (10.90)	24.00 (17.30)	
ABE administrators ≤ 8 years administrative experience	31.00 (28.50)	14.00 (16.40)	26.00 (26.10)	
ABE administrators ≥ 9 years administrative experience	18.00 (13.60)	6.00 (7.90)	10.00 (12.50)	
Superintendents age ≤ 49	12.00 (15.60)	14.00 (9.00)	13.00 (14.30)	12.750 (0.047)*
Superintendents age ≥ 50	24.00 (27.30)	15.00 (15.70)	19.00 (25.00)	
ABE administrators age ≤ 49	25.00 (26.50)	14.00 (15.30)	27.00 (24.30)	
ABE administrators age ≥ 50	24.00 (15.60)	6.00 (9.00)	9.00 (14.30)	

TABLE 45 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	35.00 (39.50)	24.00 (22.30)	39.00 (36.20)	15.116 (0.019)*
Superintendents female	1.00 (3.60)	5.00 (2.00)	3.00 (3.30)	
ABE administrators male	37.00 (34.20)	14.00 (19.30)	34.00 (31.40)	
ABE administrators female	12.00 (7.70)	5.00 (4.30)	2.00 (7.00)	
Superintendents bachelors and/or masters	13.00 (13.10)	8.00 (7.60)	12.00 (12.30)	7.295 (0.294)
Superintendents CAGS and/or doctorate	23.00 (29.40)	21.00 (17.00)	30.00 (27.60)	
ABE administrators bachelors and/or masters	37.00 (32.60)	18.00 (18.80)	27.00 (30.60)	
ABE administrators CAGS and/or doctorate	10.00 (7.90)	1.00 (4.60)	9.00 (7.50)	

TABLE 45 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	10.00 (8.00)	1.00 (3.50)	8.00 (7.50)	4.138 (0.658)
Superintendents majored in other	3.00 (2.90)	2.00 (1.30)	2.00 (2.80)	
ABE administrators majored in administration	6.00 (7.60)	5.00 (3.30)	7.00 (7.10)	
ABE administrators majored in other	13.00 (13.50)	6.00 (5.90)	13.00 (12.60)	
Superintendents anglo/American	28.00 (34.80)	25.00 (21.60)	36.00 (32.60)	6.188 (0.402)
Superintendents other	8.00 (6.60)	4.00 (4.10)	5.00 (6.20)	
ABE administrators anglo/American	36.00 (33.20)	18.00 (20.60)	31.00 (31.10)	
ABE administrators other	7.00 (4.30)	2.00 (2.70)	2.00 (4.00)	

TABLE 45 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	27.00 (34.20)	21.00 (19.50)	37.00 (31.30)	17.999 (0.006)*
Superintendents ≥ 4 semester hours earned in adult education	9.00 (8.40)	7.00 (4.80)	5.00 (7.70)	
ABE administrators ≤ 3 semester hours earned in adult education	23.00 (26.50)	14.00 (15.20)	29.00 (24.30)	
ABE administrators ≥ 4 semester hours earned in adult education	25.00 (14.90)	6.00 (8.50)	6.00 (13.60)	
Superintendents reporting school district size ≤ 2999	5.00 (7.90)	6.00 (5.10)	9.00 (7.00)	3.962 (0.681)
Superintendents reporting school district size ≥ 3000	28.00 (30.80)	21.00 (19.90)	29.00 (27.30)	
ABE administrators reporting school district size ≤ 2999	4.00 (3.20)	2.00 (2.00)	2.00 (2.80)	
ABE administrators reporting school district size ≥ 3000	34.00 (29.20)	17.00 (18.90)	23.00 (25.90)	

TABLE 46

THEME: CERTIFICATION
ITEM 20, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	32.00 (30.30)	13.00 (12.10)	15.00 (17.70)	1.827 (0.934)
Superintendents ≥ 9 years administrative experience	23.00 (23.70)	9.00 (9.40)	15.00 (13.80)	
ABE administrators ≤ 8 years administrative experience	37.00 (36.30)	15.00 (14.50)	20.00 (21.20)	
ABE administrators ≥ 9 years administrative experience	16.00 (17.70)	6.00 (7.00)	13.00 (10.30)	
Superintendents age ≤ 49	21.00 (19.70)	9.00 (7.80)	9.00 (11.50)	1.796 (0.937)
Superintendents age ≥ 50	34.00 (34.30)	13.00 (13.70)	21.00 (20.00	
ABE administrators age ≤ 49	32.00 (34.30)	13.00 (13.70)	23.00 (20.00)	
ABE administrators age ≥ 50	21.00 (19.70)	8.00 (7.80)	10.00 (11.50)	

TABLE 46 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	51.00 (49.20)	20.00 (19.80)	27.00 (29.00)	11.892 (0.064)
Superintendents female	4.00 (4.50)	2.00 (1.80)	3.00 (2.70)	
ABE administrators male	36.00 (43.70)	20.00 (17.60)	31.00 (25.70)	
ABE administrators female	16.00 (9.50)	1.00 (3.80)	2.00 (5.60)	
Superintendents bachelors and/or masters	16.00 (16.40)	10.00 (6.70)	7.00 (9.90)	5.071 (0.534)
CAGS and/or doctorate CAGS and/or doctorate	39.00 (36.80)	12.00 (15.10)	23.00 (22.10)	
ABE administrators bachelors and/or masters	39.00 (41.80)	16.00 (17.10)	29.00 (25.10)	
ABE administrators CAGS and/or doctorate	11.00 (10.00)	5.00 (4.10)	4.00 (6.00)	

TABLE 46 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	10.00 (10.40)	3.00 (2.70)	6.00 (5.90)	14.580 (0.023)*
Superintendents majored in other	6.00 (3.80)	0.00 (1.00)	1.00 (2.20)	
ABE administrators majored in administration	4.00 (9.80)	6.00 (2.60)	8.00 (5.60)	
ABE administrators majored in other	22.00 (18.00)	2.00 (4.70)	9.00 (10.30)	
Superintendents anglo/American	45.00 (44.90)	20.00 (17.90)	24.00 (26.20)	1.650 (0.948)
Superintendents other	10.00 (8.60)	2.00 (3.40)	5.00 (5.00)	
ABE administrators anglo/American	42.00 (43.90)	17.00 (17.50)	28.00 (25.60)	
ABE administrators other	6.00 (5.60)	2.00 (2.20)	3.00 (3.20)	

TABLE 46- Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	44.00 (42.70)	14.00 (16.90)	27.00 (25.40)	4.626 (0.592)
Superintendents ≥ 4 semester hours earned in adult education	11.00 (10.50)	7.00 (4.20)	3.00 (6.30)	
ABE administrators ≤ 3 semester hours earned in adult education	32.00 (33.20)	14.00 (13.10)	20.00 (19.70)	
ABE administrators ≥ 4 semester hours earned in adult education	19.00 (19.60)	7.00 (7.80)	13.00 (11.60)	
Superintendents reporting school district size ≤ 2999	10.00 (10.10)	6.00 (4.20)	4.00 (5.70)	3.909 (0.689)
Superintendents reporting school district size ≥ 3000	40.00 (39.20)	15.00 (16.40)	23.00 (22.40)	
ABE administrators reporting school district size ≤ 2999	6.00 (4.00)	1.00 (1.70)	1.00 (2.30)	
ABE administrators reporting school district size ≥ 3000	35.00 (37.70)	16.00 (15.70)	24.00 (21.50)	

TABLE 47

THEME: CERTIFICATION
ITEM 21, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	23.00 (24.50)	18.00 (16.30)	19.00 (19.20)	6.460 (0.373)
Superintendents ≥ 9 years administrative experience	14.00 (18.80)	11.00 (12.50)	21.00 (14.70)	
ABE administrators ≤ 8 years administrative experience	34.00 (29.40)	19.00 (19.60)	19.00 (23.00)	
ABE administrators ≥ 9 years administrative experience	16.00 (14.30)	10.00 (9.50)	9.00 (11.20)	
Superintendents age ≤ 49	14.00 (15.90)	8.00 (10.60)	17.00 (12.50)	6.748 (0.344)
Superintendents age ≥ 50	23.00 (27.40)	21.00 (18.20)	23.00 (21.40)	
ABE administrators age ≤ 49	30.00 (27.80)	18.00 (18.50)	20.00 (21.70)	
ABE administrators age ≥ 50	20.00 (15.90)	11.00 (10.60)	8.00 (12.50)	

TABLE 47 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	36.00 (39.80)	26.00 (26.10)	35.00 (31.10)	10.873 (0.092)
Superintendents female	1.00 (3.70)	3.00 (2.40)	5.00 (2.90)	
ABE administrators male	37.00 (35.70)	25.00 (23.40)	25.00 (27.90)	
ABE administrators female	13.00 (7.80)	3.00 (5.10)	3.00 (6.10)	
Superintendents bachelors and/or masters	11.00 (13.20)	10.00 (9.10)	12.00 (10.70)	5.779 (0.448)
Superintendents CAGS and/or doctorate	26.00 (29.20)	19.00 (20.20)	28.00 (23.60)	
ABE administrators bachelors and/or masters	35.00 (33.60)	25.00 (23.20)	24.00 (27.20)	
ABE administrators CAGS and/or doctorate	12.00 (8.00)	4.00 (5.50)	4.00 (6.50)	

TABLE 47 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	8.00 (8.40)	4.00 (4.90)	7.00 (5.70)	11.622 (0.070)
Superintendents majored in other	2.00 (3.10)	0.00 (1.80)	5.00 (2.10)	
ABE administrators majored in administration	6.00 (7.90)	8.00 (4.70)	4.00 (5.40)	
ABE administrators majored in other	18.00 (14.60)	8.00 (8.60)	7.00 (9.90)	
Superintendents anglo/American	31.00 (36.00)	26.00 (23.80)	31.00 (28.20)	5.317 (0.503)
Superintendents other	6.00 (7.00)	3.00 (4.60)	8.00 (5.40)	
ABE administrators anglo/American	40.00 (35.60)	23.00 (23.60)	24.00 (27.90)	
ABE administrators other	6.00 (4.50)	3.00 (3.00)	2.00 (3.50	

TABLE 47 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	27.00 (34.00)	23.00 (22.80)	34.00 (27.20)	8.666 (0.193)
Superintendents ≥ 4 semester hours earned in adult education	10.00 (8.50)	5.00 (5.70)	6.00 (6.80)	
ABE administrators ≤ 3 semester hours earned in adult education	26.00 (26.70)	19.00 (17.90)	21.00 (21.40)	
ABE administrators ≥ 4 semester hours earned in adult education	22.00 (15.80)	10.00 (10.60)	7.00 (12.60)	
Superintendents reporting school district size ≤ 2999	6.00 (7.90)	5.00 (5.80)	9.00 (6.30)	5.401 (0.493)
Superintendents reporting school district size ≥ 3000	27.00 (30.40)	23.00 (22.20)	27.00 (24.40)	
ABE administrators reporting school district size ≤ 2999	5.00 (3.20)	2.00 (2.30)	1.00 (2.50)	
ABE administrators reporting school district size ≥ 3000	33.00 (29.60)	22.00 (21.70)	20.00 (23.80)	

TABLE 48

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 22, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	26.00 (32.30)	21.00 (15.80)	13.00 (11.90)	6.461 (0.373)
Superintendents ≥ 9 years administrative experience	25.00 (24.70)	12.00 (12.20)	9.00 (9.10)	
ABE administrators ≤ 8 years administrative experience	44.00 (38.70)	17.00 (19.00)	11.00 (14.30)	
ABE administrators ≥ 9 years administrative experience	19.00 (18.30)	6.00 (9.00)	9.00 (6.70)	
Superintendents age ≤ 49	14.00 (20.40)	18.00 (10.00)	6.00 (7.50)	11.615 (0.071)
Superintendents age ≥ 50	37.00 (36.60)	15.00 (18.00)	16.00 (13.50)	
ABE administrators age ≤ 49	42.00 (36.60)	14.00 (18.00	12.00 (13.50)	
ABE administrators age ≥ 50	21.00 (20.40)	9.00 (10.00)	8.00 (7.50)	

TABLE 48 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	49.00 (52.40)	27.00 (25.30)	21.00 (19.30)	11.360 (0.077)
Superintendents female	2.00 (4.90)	6.00 (2.30)	1.00 (1.80)	
ABE administrators male	53.00 (46.50)	16.00 (22.40)	17.00 (17.10)	
ABE administrators female	10.00 (10.30)	6.00 (5.00)	3.00 (3.80)	
Superintendents bachelors and/or masters	17.00 (17.70)	13.00 (8.70)	3.00 (6.60)	10.497 (0.105)
Superintendents CAGS and/or doctorate	34.00 (39.10)	20.00 (19.20)	19.00 (14.70)	
ABE administrators bachelors and/or masters	50.00 (45.00)	20.00 (22.10)	14.00 (16.90)	
ABE administrators CAGS and/or doctorate	11.00 (10.20)	2.00 (5.00)	6.00 (3.80)	

TABLE 48 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents majored in administration	9.00 (9.90)	6.00 (4.90)	4.00 (4.20)	7.237 (0.299)
Superintendents majored in other	3.00 (3.60)	0.00 (1.80)	4.00 (1.50)	
ABE administrators majored in administration	9.00 (9.40)	6.00 (4.70)	3.00 (4.00)	
ABE administrators majored in other	19.00 (17.10)	8.00 (8.60)	6.00 (7.30)	
Superintendents anglo/American	47.00 (48.10)	25.00 (22.50)	16.00 (17.30)	9.050 (0.170)
Superintendents other	4.00 (9.30)	7.00 (4.40)	6.00 (3.30)	
ABE administrators anglo/American	53.00 (47.60)	18.00 (22.30)	16.00 (17.10)	
ABE administrators other	7.00 (6.00)	2.00 (2.80)	2.00 (2.20)	

TABLE 48 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	36.00 (45.00)	31.00 (22.50)	17.00 (16.50)	14.204 (0.027)*
Superintendents ≥ 4 semester hours earned in adult education	14.00 (11.30)	2.00 (5.60)	5.00 (4.10)	
ABE administrators ≤ 3 semester hours earned in adult education	42.00 (35.40)	16.00 (17.70)	8.00 (12.90)	
ABE administrators ≥ 4 semester hours earned in adult education	20.00 (20.40)	7.00 (10.20)	11.00 (7.50)	
Superintendents reporting school district size ≤ 2999	7.00 (10.40)	8.00 (5.30)	5.00 (4.40)	5.197 (0.518)
Superintendents reporting school district size ≥ 3000	40.00 (40.00)	20.00 (20.20)	17.00 (16.80)	
ABE administrators reporting school district size ≤ 2999	5.00 (3.60)	2.00 (1.80)	0.00 (1.50)	
ABE administrators reporting school district size ≥ 3000	41.0 (39.00)	17.00 (19.70)	17.00 (16.30)	

TABLE 49

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 24, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	10.00 (16.50)	37.00 (29.80)	11.00 (11.70)	12.041 (0.061)
Superintendents ≥ 9 years administrative experience	15.00 (12.80)	21.00 (23.10)	9.00 (9.10)	
ABE administrators ≤ 8 years administrative experience	20.00 (20.10)	39.00 (36.50)	12.00 (14.30)	
ABE administrators ≥ 9 years administrative experience	14.00 (9.60)	10.00 (17.50)	10.00 (6.90)	
Superintendents age ≤ 49	8.00 (10.80)	24.00 (19.50)	6.00 (7.70)	7.467 (0.279)
Superintendents age ≥ 50	17.00 (18.40)	34.00 (33.40)	14.00 (13.10)	
ABE administrators age ≤ 49	20.00 (19.00)	36.00 (34.50)	11.00 (13.50)	
ABE administrators age ≥ 50	14.00 (10.80)	13.00 (19.50)	11.00 (7.70)	

TABLE 49 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	24.00 (26.80)	50.00 (48.10)	20.00 (19.10)	11.793 (0.066)
Superintendents female	1.00 (2.60)	8.00 (4.60)	0.00 (1.80)	
ABE administrators male	31.00 (24.20)	35.00 (43.50)	19.00 (17.20)	
ABE administrators female	3.00 (5.40)	13.00 (9.70)	3.00 (3.90)	
Superintendents bachelors and/or masters	9.00 (8.80)	17.00 (15.90)	5.00 (6.40)	6.277 (0.392)
Superintendents CAGS and/or doctorate	16.00 (20.40)	41.00 (36.90)	15.00 (14.80)	
ABE administrators bachelors and/or masters	24.00 (23.50)	39.00 (42.50)	20.00 (17.00)	
ABE administrators CAGS and/or doctorate	9.00 (5.40)	8.00 (9.70)	2.00 (3.90)	

TABLE 49 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	6.00 (5.00)	9.00 (8.90)	3.00 (4.10)	2.363 (0.883)
Superintendents majored in other	1.00 (2.00)	3.00 (3.50)	3.00 (1.60)	
ABE administrators majored in administration	5.00 (4.80)	8.00 (8.40)	4.00 (3.90)	
ABE administrators majored in other	9.00 (9.20)	17.00 (16.30)	7.00 (7.50)	
Superintendents anglo/American	20.00 (25.50)	48.00 (43.20)	18.00 (17.30)	5.699 (0.457)
Superintendents other	5.00 (4.70)	9.00 (8.00)	2.00 (3.20)	
ABE administrators anglo/American	32.00 (25.50)	37.00 (43.20)	17.00 (17.30)	
ABE administrators other	2.00 (3.30)	6.00 (5.50)	3.00 (2.20)	

TABLE 49 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	18.00 (23.10)	50.00 (42.90)	15.00 (17.00)	13.068 (0.042)*
Superintendents ≥ 4 semester hours earned in adult education	7.00 (5.30)	7.00 (9.80)	5.00 (3.90)	
ABE administrators ≤ 3 semester hours earned in adult education	14.00 (18.10)	36.00 (33.60)	15.00 (13.30)	
ABE administrators ≥ 4 semester hours earned in adult education	18.00 (10.60)	13.00 (19.60)	7.00 (7.80)	
Superintendents reporting school district size ≤ 2999	4.00 (5.60)	13.00 (10.30)	3.00 (4.10)	4.075 (0.666)
Superintendents reporting school district size ≥ 3000	20.00 (20.70)	39.00 (38.10)	15.00 (15.20)	
ABE administrators reporting school district size ≤ 2999	1.00 (2.00)	5.00 (3.60)	1.00 (1.40)	
ABE administrators reporting school district size ≥ 3000	24.00 (20.70)	33.00 (38.10)	17.00 (15.20)	

TABLE 50

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 25, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	10.00 (18.50)	38.00 (27.70)	11.00 (12.90)	19.834 (0.003)*
Superintendents ≥ 9 years administrative experience	17.00 (14.70)	22.00 (22.10)	8.00 (10.20)	
ABE administrators ≤ 8 years administrative experience	21.00 (22.20)	32.00 (33.30)	18.00 (15.50)	
ABE administrators ≥ 9 years administrative experience	18.00 (10.60)	7.00 (16.00)	9.00 (7.40)	
Superintendents age ≤ 49	9.00 (12.20)	23.00 (18.30)	7.00 (8.50)	10.106 (0.120)
Superintendents age ≥ 50	18.00 (21.00)	37.00 (31.40)	12.00 (14.60)	
ABE administrators age ≤ 49	24.00 (21.00)	28.00 (31.40)	15.00 (14.60)	
ABE administrators age ≥ 50	15.00 (11.90)	11.00 (17.80)	12.00 (8.30)	

TABLE 50 - Continued

	Agree	Neutral	Disagree	x^2 (P:< .05)*
Superintendents male	24.00 (30.50)	54.00 (45.30)	19.00 (21.20)	16.103 (0.013)*
Superintendents female	3.00 (2.80)	6.00 (4.20)	0.00 (2.00)	
ABE administrators male	36.00 (26.70)	27.00 (39.70)	22.00 (18.60)	
ABE administrators female	3.00 (6.00)	11.00 (8.90)	5.00 (4.20)	
Superintendents bachelors and/or masters	9.00 (10.50)	18.00 (15.20)	6.00 (7.30)	10.388 (0.109)
Superintendents CAGS and/or doctorate	18.00 (23.20)	42.00 (33.70)	13.00 (16.10)	
ABE administrators bachelors and/or masters	31.00 (26.30)	31.00 (38.30)	21.00 (18.40)	
ABE administrators CAGS and/or doctorate	8.00 (6.00)	5.00 (8.80)	6.00 (4.20)	

TABLE 50 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	5.00 (6.50)	11.00 (7.50)	3.00 (5.00)	5.665 (0.461)
Superintendents majored in other	1.00 (2.40)	3.00 (2.80)	3.00 (1.80)	
ABE administrators majored in administration	7.00 (5.80)	5.00 (6.70)	5.00 (4.50)	
ABE administrators majored in other	13.00 (11.30)	11.00 (13.00)	9.00 (8.70)	
Superintendents female	21.00 (27.40)	51.00 (41.00)	16.00 (19.60)	9.852 (0.131)
Superintendents other	6.00 (5.30)	8.00 (7.90)	3.00 (3.80)	
ABE administrators anglo/American	31.00 (26.80)	31.00 (40.00)	24.00 (19.20)	
ABE administrators other	5.00 (3.40)	4.00 (5.10)	2.00 (2.50)	

TABLE 50 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	18.00 (26.20)	53.00 (40.00)	14.00 (18.80)	27.804 (0.001)*
Superintendents ≥ 4 semester hours earned in adult education	9.00 (6.20)	6.00 (9.40)	5.00 (4.40)	
ABE administrators ≤ 3 semester hours earned in adult education	15.00 (20.00)	30.00 (30.60)	20.00 (14.40)	
ABE administrators ≥ 4 semester hours earned in adult education	22.00 (11.70)	9.00 (17.90)	7.00 (8.40)	
Superintendents reporting school district size ≤ 2999	4.00 (6.30)	13.00 (9.20)	3.00 (4.50)	9.606 (0.142)
Superintendents reporting school district size ≥ 3000	22.00 (24.20)	40.00 (35.50)	15.00 (17.30)	
ABE administrators reporting school district size ≤ 2999	1.00 (2.20)	3.00 (3.20)	3.00 (1.60)	
ABE administrators reporting school district size ≥ 3000	29.00 (23.30)	26.00 (34.10)	19.00 (16.60)	

TABLE 51

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 26, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	57.00 (56.60)	3.00 (3.10)	0.00 (0.30)	3.828 (0.700)
Superintendents ≥ 9 years administrative experience	42.00 (42.40)	3.00 (2.40)	0.00 (0.20)	
ABE administrators ≤ 8 years administrative experience	68.00 (66.90)	2.00 (3.70)	1.00 (0.30)	
ABE administrators ≥ 9 years administrative experience	31.00 (32.10)	3.00 (1.80)	0.00 (0.20)	
Superintendents age ≤ 49	35.00 (34.90)	2.00 (1.90)	0.00 (0.20)	6.160 (0.405)
Superintendents age ≥ 50	64.00 (64.10)	4.00 (3.60)	0.00 (0.30)	
ABE administrators age ≤ 49	65.00 (63.20)	1.00 (3.50)	1.00 (0.30)	
ABE administrators age ≥ 50	34.00 (35.80)	4.00 (2.00)	0.00 (0.20)	

TABLE 51 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	90.00 (90.50)	6.00 (5.10)	0.00 (0.50)	3.866 (0.694)
Superintendents female	9.00 (8.50)	0.00 (0.50)	0.00 (0.00)	
ABE administrators male	82.00 (81.10)	3.00 (4.50)	1.00 (0.40)	
ABE administrators female	16.00 (17.00)	2.00 (0.90)	0.00 (0.10)	
Superintendents bachelors and/or masters	30.00 (31.30)	3.00 (1.60)	0.00 (0.20)	3.831 (0.699)
Superintendents CAGS and/or doctorate	69.00 (68.20)	3.00 (3.50)	0.00 (0.30)	
ABE administrators bachelors and/or masters	79.00 (79.60)	4.00 (4.00)	1.00 (0.40)	
ABE administrators CAGS and/or doctorate	19.00 (18.00)	0.00 (0.90)	0.00 (0.10)	

TABLE 51 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents majored in administration	19.00 (18.30)	0.00 (0.70)	0.00 (0.00)	6.629 (0.084)
Superintendents majored in other	6.00 (6.70)	1.00 (0.30)	0.00 (0.00)	
ABE administrators majored in administration	16.00 (17.30)	2.00 (0.70)	0.00 (0.00)	
ABE administrators majored in other	33.00 (31.70)	0.00 (1.30)	0.00 (0.00)	
Superintendents anglo/American	83.00 (81.80)	4.00 (4.80)	0.00 (0.40)	7.475 (0.279)
Superintendents other	15.00 (16.00)	2.00 (0.90)	0.00 (0.10)	
ABE administrators anglo/American	83.00 (81.80)	3.00 (4.80)	1.00 (0.40)	
ABE administrators other	8.00 (9.40)	2.00 (0.50)	0.00 (0.00)	

TABLE 51 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	78.00 (78.60)	5.00 (4.00)	0.00 (0.40)	3.537 (0.739)
Superintendents ≥ 4 semester hours earned in adult education	21.00 (19.90)	0.00 (1.00)	0.00 (0.10)	
ABE administrators ≤ 3 semester hours earned in adult education	61.00 (61.50)	3.00 (3.10)	1.00 (0.30)	
ABE administrators ≥ 4 semester hours earned in adult education	36.00 (36.00)	2.00 (1.80)	0.00 (0.20)	
Superintendents reporting school district size ≤ 2999	17.00 (17.90)	2.00 (1.10)	0.00 (0.00)	1.317 (0.725)
Superintendents reporting school district size ≥ 3000	73.00 (72.70)	4.00 (4.30)	0.00 (0.00)	
ABE administrators reporting school district size ≤ 2999	7.00 (6.60)	0.00 (0.40)	0.00 (0.00)	
ABE administrators reporting school district size ≥ 3000	71.00 (70.80)	4.00 (4.20)	0.00 (0.00)	

TABLE 52

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 27, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	6.00 (11.30)	12.00 (6.60)	1.00 (1.10)	12.755 (0.047)*
Superintendents ≥ 9 years administrative experience	16.00 (11.80)	2.00 (7.00)	2.00 (1.20)	
ABE administrators ≤ 8 years administrative experience	25.00 (23.70)	13.00 (14.00)	2.00 (2.30)	
ABE administrators ≥ 9 years administrative experience	14.00 (14.20)	9.00 (8.40)	1.00 (1.40)	
Superintendents age ≤ 49	6.00 (7.70)	7.00 (4.50)	0.00 (0.80)	7.404 (0.285)
Superintendents age ≥ 50	16.00 (15.40)	7.00 (9.10)	3.00 (1.50)	
ABE administrators age ≤ 49	25.00 (23.10)	11.00 (13.60)	3.00 (2.30)	
ABE administrators age ≥ 50	14.00 (14.80)	11.00 (8.70)	0.00 (1.50)	

TABLE 52 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	21.00 (22.10)	13.00 (12.70)	3.00 (2.20)	1.670 (0.947)
Superintendents female	1.00 (1.20)	1.00 (0.70)	0.00 (0.10)	
ABE administrators male	33.00 (32.90)	19.00 (18.90)	3.00 (3.20)	
ABE administrators female	6.00 (4.80)	2.00 (2.70)	0.00 (5.00)	
Superintendents bachelors and/or masters	4.00 (4.70)	4.00 (2.80)	0.00 (0.50)	2.927 (0.818)
Superintendents CAGS and/or doctorate	18.00 (18.20)	10.00 (10.90)	3.00 (1.80)	
ABE administrators bachelors and/or masters	33.00 (31.20)	18.00 (18.70)	2.00 (3.10)	
ABE administrators CAGS and/or doctorate	5.00 (5.90)	4.00 (3.50)	1.00 (0.60)	

TABLE 52 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	4.00 (4.70)	4.00 (3.40)	1.00 (0.90)	2.824 (0.830)
Superintendents majored in other	1.00 (0.50)	0.00 (0.40)	0.00 (0.10)	
ABE administrators majored in administration	6.00 (5.30)	4.00 (3.80)	0.00 (1.00)	
ABE administrators majored in other	10.00 (10.50)	7.00 (7.50)	3.00 (2.00)	
Superintendents anglo/American	18.00 (18.80)	11.00 (11.20)	3.00 (2.00)	1.541 (0.956)
Superintendents other	4.00 (3.50)	2.00 (2.10)	0.00 (0.40)	
ABE administrators anglo/American	30.00 (30.00)	18.00 (17.90)	3.00 (3.20)	
ABE administrators other	5.00 (4.70)	3.00 (2.80)	0.00 (0.50)	

TABLE 52 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	16.00 (17.30)	10.00 (10.00)	3.00 (1.70)	12.432 (0.053)*
Superintendents ≥ 4 semester hours earned in adult education	6.00 (5.40)	3.00 (3.10)	0.00 (0.50)	
ABE administrators ≤ 3 semester hours earned in adult education	18.00 (21.50)	18.00 (12.40)	0.00 (2.10)	
ABE administrators ≥ 4 semester hours earned in adult education	21.00 (16.70)	4.00 (9.60)	3.00 (1.60)	
Superintendents reporting school district size ≤ 2999	2.00 (1.30)	0.00 (0.60)	0.00 (0.10)	2.479 (0.870)
Superintendents reporting school district size ≥ 3000	18.00 (20.00)	11.00 (9.60)	3.00 (2.30)	
ABE administrators reporting school district size ≤ 2999	1.00 (1.30)	1.00 (0.60)	0.00 (0.10)	
ABE administrators reporting school district size ≥ 3000	31.00 (29.40)	13.00 (14.20)	3.00 (3.40)	

TABLE 53

THEME: DELIVERY SYSTEM, OPERATIONS, AND STATUS
ITEM 30, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	42.00 (43.80)	14.00 (12.40)	3.00 (2.80)	7.596 (0.269)
Superintendents ≥ 9 years administrative experience	34.00 (34.10)	8.00 (9.70)	4.00 (2.20)	
ABE administrators ≤ 8 years administrative experience	54.00 (52.70)	17.00 (14.90)	0.00 (3.40)	
ABE administrators ≥ 9 years administrative experience	25.00 (24.50)	5.00 (6.90)	3.00 (1.60)	
Superintendents age ≤ 49	30.00 (28.20)	6.00 (8.00)	2.00 (1.80)	6.335 (0.386)
Superintendents age ≥ 50	46.00 (49.70)	16.00 (14.10)	5.00 (3.20)	
ABE administrators age ≤ 49	52.00 (48.90)	14.00 (13.90)	0.00 (3.20)	
ABE administrators age ≥ 50	27.00 (28.20)	8.00 (8.00)	3.00 (1.80)	

TABLE 53 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	71.00 (71.10)	20.00 (20.30)	5.00 (4.60)	16.485 (0.011)*
Superintendents female	5.00 (6.70)	2.00 (1.90)	2.00 (0.40)	
ABE administrators male	68.00 (62.20)	13.00 (17.80)	3.00 (4.00)	
ABE administrators female	10.00 (14.10)	9.00 (4.00)	0.00 (0.90)	
Superintendents bachelors and/or masters	21.00 (23.30)	7.00 (6.20)	3.00 (1.50)	3.451 (0.750)
Superintendents CAGS and/or doctorate	55.00 (55.70)	15.00 (14.70)	4.00 (3.60)	
ABE administrators bachelors and/or masters	63.00 (61.70)	16.00 (16.30)	3.00 (4.00)	
ABE administrators CAGS and/or doctorate	16.00 (14.30)	3.00 (3.80)	0.00 (0.90)	

TABLE 53 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents majored in administration	16.00 (15.50)	2.00 (3.00)	1.00 (0.50)	8.622 (0.196)
Superintendents majored in other	7.00 (5.70)	0.00 (1.10)	0.00 (0.20)	
ABE administrators majored in administration	16.00 (14.70)	1.00 (2.80)	1.00 (0.50)	
ABE administrators majored in other	23.00 (26.10)	9.00 (5.10)	0.00 (0.80)	
Superintendents anglo/American	66.00 (65.20)	19.00 (18.40)	3.00 (4.40)	16.268 (0.012)*
Superintendents other	9.00 (11.90)	3.00 (3.30)	4.00 (0.80)	
ABE administrators anglo/American	67.00 (63.80)	17.00 (18.00)	2.00 (4.30)	
ABE administrators other	7.00 (8.20)	3.00 (2.30)	1.00 (0.50)	

TABLE 53 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	59.00 (61.20)	18.00 (17.70)	6.00 (4.00)	3.649 (0.724)
Superintendents ≥ 4 semester hours earned in adult education	16.00 (15.50)	4.00 (4.50)	1.00 (1.00)	
ABE administrators ≤ 3 semester hours earned in adult education	47.00 (47.20)	16.00 (13.70)	1.00 (3.10)	
ABE administrators ≥ 4 semester hours earned in adult education	30.00 (28.00)	6.00 (8.10)	1.00 (1.80)	
Superintendents reporting school district size ≤ 2999	16.00 (14.80)	4.00 (4.20)	0.00 (1.00)	11.840 (0.065)
Superintendents reporting school district size ≥ 3000	52.00 (56.20)	17.00 (15.90)	7.00 (3.90)	
ABE administrators reporting school district size ≤ 2999	3.00 (5.20)	4.00 (1.50)	0.00 (0.40)	
ABE administrators reporting school district size ≥ 3000	60.00 (54.80)	12.00 (15.50)	2.00 (3.80)	

TABLE 54

THEME: FUNDING AND SUPPORT
ITEM 37, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	2.00 (5.00)	3.00 (5.60)	53.00 (47.50)	12.047 (0.060)
Superintendents ≥ 9 years administrative experience	3.00 (4.00)	3.00 (4.40)	40.00 (37.60)	
ABE administrators ≤ 8 years administrative experience	10.00 (6.10)	7.00 (6.80)	54.00 (58.10)	
ABE administrators ≥ 9 years administrative experience	3.00 (2.90)	7.00 (3.30)	24.00 (27.80)	
Superintendents age ≤ 49	0.00 (3.30)	3.00 (3.60)	35.00 (31.10)	10.890 (0.091)
Superintendents age ≥ 50	5.00 (5.70)	3.00 (6.30)	58.00 (54.00)	
ABE administrators age ≤ 49	7.00 (5.80)	9.00 (6.40)	51.00 (54.80)	
ABE administrators age ≥ 50	6.00 (3.30)	5.00 (3.60)	27.00 (31.10)	

TABLE 54 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	5.00 (8.40)	5.00 (9.30)	87.00 (79.30)	16.304 (0.012)*
Superintendents female	0.00 (0.60)	1.00 (0.70)	6.00 (5.70)	
ABE administrators male	9.00 (7.40)	9.00 (8.20)	67.00 (69.50)	
ABE administrators female	4.00 (1.60)	5.00 (1.80)	10.00 (15.50)	
Superintendents bachelors and/or masters	2.00 (2.60)	3.00 (2.90)	26.00 (25.60)	9.237 (0.160)
Superintendents CAGS and/or doctorate	3.00 (6.00)	3.00 (6.70)	67.00 (60.20)	
ABE administrators bachelors and/or masters	11.00 (6.90)	11.00 (7.70)	62.00 (69.30)	
ABE administrators CAGS and/or doctorate	1.00 (1.50)	2.00 (1.70)	15.00 (14.90)	

TABLE 54 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents majored in administration	1.00 (1.00)	1.00 (2.20)	16.00 (14.80)	3.706 (0.716)
Superintendents majored in other	0.00 (0.30)	1.00 (0.70)	5.00 (4.90)	
ABE administrators majored in administration	0.00 (1.00)	2.00 (2.20)	16.00 (14.80)	
ABE administrators majored in other	3.00 (1.70)	5.00 (3.90)	24.00 (26.40)	
Superintendents anglo/American	5.00 (7.90)	4.00 (8.30)	78.00 (70.80)	13.990 (0.029)*
Superintendents other	0.00 (1.40)	2.00 (1.50)	14.00 (13.00)	
ABE administrators anglo/American	10.00 (7.80)	12.00 (8.20)	64.00 (70.00)	
ABE administrators other	3.00 (0.90)	1.00 (1.00)	6.00 (8.10)	

TABLE 54 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	4.00 (7.10)	5.00 (7.90)	72.00 (66.10)	8.713 (0.190)
Superintendents ≥ 4 semester hours earned in adult education	1.00 (1.90)	1.00 (2.10)	20.00 (17.90)	
ABE administrators ≤ 3 semester hours earned in adult education	8.00 (5.70)	8.00 (6.30)	49.00 (53.00)	
ABE administrators ≥ 4 semester hours earned in adult education	5.00 (3.30)	6.00 (3.70)	27.00 (31.00)	
Superintendents reporting school district size ≤ 2999	0.00 (1.30)	3.00 (1.50)	16.00 (16.20)	14.711 (0.022)*
Superintendents reporting school district size ≥ 3000	4.00 (5.20)	1.00 (6.10)	72.00 (65.70)	
ABE administrators reporting school district size ≤ 2999	0.00 (0.50)	2.00 (0.60)	6.00 (6.80)	
ABE administrators reporting school district size ≥ 3000	8.00 (4.90)	8.00 (5.80)	57.00 (62.30)	

TABLE 55.

THEME: FUNDING AND SUPPORT
ITEM 38, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	47.00 (48.90)	5.00 (6.00)	6.00 (3.10)	7.339 (0.290)
Superintendents ≥ 9 years administrative experience	41.00 (37.10)	2.00 (4.50)	1.00 (2.40)	
ABE administrators ≤ 8 years administrative experience	56.00 (58.20)	10.00 (7.10)	3.00 (3.70)	
ABE administrators ≥ 9 years administrative experience	28.00 (27.80)	4.00 (3.40)	1.00 (1.80)	
Superintendents age ≤ 49	30.00 (29.50)	4.00 (3.60)	1.00 (1.90)	6.142 (0.407)
Superintendents age ≥ 50	58.00 (56.50)	3.00 (6.90)	6.00 (3.60)	
ABE administrators age ≤ 49	52.00 (54.00)	9.00 (6.60)	3.00 (3.50)	
ABE administrators age ≥ 50	32.00 (32.00)	5.00 (3.90)	1.00 (2.00)	

TABLE 55 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	83.00 (80.00)	5.00 (9.80)	7.00 (5.10)	7.753 (0.256)
Superintendents female	5.00 (5.90)	2.00 (0.70)	0.00 (0.40)	
ABE administrators male	68.00 (69.10)	11.00 (8.50)	3.00 (4.40)	
ABE administrators female	15.00 (16.00	3.00 (2.00)	1.00 (1.00)	
Superintendents bachelors and/or masters	27.00 (24.50)	1.00 (2.90)	1.00 (1.60)	8.603 (0.197)
Superintendents CAGS and/or doctorate	61.00 (61.70)	6.00 (7.30)	6.00 (4.00)	
ABE administrators bachelors and/or masters	65.00 (68.50)	13.00 (8.10)	3.00 (4.40)	
ABE administrators CAGS and/or doctorate	17.00 (15.20)	0.00 (1.80)	1.00 (1.00)	

TABLE 55 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	15.00 (14.10)	0.00 (1.70)	2.00 (1.20)	5.178 (0.521)
Superintendents majored in other	4.00 (5.00)	1.00 (0.60)	1.00 (0.40)	
ABE administrators majored in administration	15.00 (14.10)	2.00 (1.70)	0.00 (1.20)	
ABE administrators majored in other	25.00 (25.80)	4.00 (3.10)	2.00 (2.20)	
Superintendents anglo/American	74.00 (73.10)	6.00 (9.40)	7.00 (4.50)	8.677 (0.192)
Superintendents other	13.00 (11.80)	1.00 (1.50)	0.00 (0.70)	
ABE administrators anglo/American	69.00 (69.70)	11.00 (9.00)	3.00 (4.30)	
ABE administrators other	7.00 (8.40)	3.00 (1.10)	0.00 (0.50)	

TABLE 55 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	68.00 (67.70)	7.00 (8.40)	5.00 (4.00)	6.536 (0.365)
Superintendents ≥ 4 semester hours earned in adult education	20.00 (17.80)	0.00 (2.20)	1.00 (1.00)	
ABE administrators ≤ 3 semester hours earned in adult education	53.00 (53.30)	9.00 (6.60)	1.00 (3.10)	
ABE administrators ≥ 4 semester hours earned in adult education	29.00 (31.30)	5.00 (3.90)	3.00 (1.80)	
Superintendents reporting school district size ≤ 2999	16.00 (16.10)	2.00 (1.80)	1.00 (1.10)	6.597 (0.359)
Superintendents reporting school district size ≥ 3000	65.00 (63.70)	4.00 (6.90)	6.00 (4.30)	
ABE administrators reporting school district size ≤ 2999	5.00 (6.80)	2.00 (0.70)	1.00 (0.50)	
ABE administrators reporting school district size ≥ 3000	61.00 (60.30)	8.00 (6.60)	2.00 (4.10)	

TABLE 56

THEME: FUNDING AND SUPPORT
ITEM 39, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	32.00 (36.90)	11.00 (8.70)	15.00 (12.40)	9.632 (0.141)
Superintendents ≥ 9 years administrative experience	27.00 (28.00)	7.00 (6.60)	10.00 (9.40)	
ABE administrators ≤ 8 years administrative experience	46.00 (44.50)	13.00 (10.50)	11.00 (15.00)	
ABE administrators ≥ 9 years administrative experience	26.00 (21.60)	0.00 (5.10)	8.00 (7.30)	
Superintendents age ≤ 49	23.00 (23.50)	5.00 (5.60)	9.00 (7.90)	4.038 (0.671)
Superintendents age ≥ 50	36.00 (41.30)	13.00 (9.80)	16.00 (13.90)	
ABE administrators age ≤ 49	44.00 (41.30)	8.00 (9.80)	13.00 (13.90)	
ABE administrators age ≥ 50	28.00 (24.80)	5.00 (5.90)	6.00 (8.30)	

TABLE 56 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	55.00 (60.70)	15.00 (13.90)	25.00 (20.40)	20.703 (0.002)*
Superintendents female	4.00 (4.50)	3.00 (1.00)	0.00 (1.50)	
ABE administrators male	63.00 (53.70)	5.00 (12.30)	16.00 (18.00)	
ABE administrators female	9.00 (12.10)	7.00 (2.80)	3.00 (4.10)	
Superintendents bachelors and/or masters	16.00 (19.40)	10.00 (4.10)	4.00 (6.50)	18.100 (0.006)*
Superintendents CAGS and/or doctorate	43.00 (46.50)	8.00 (9.90)	21.00 (15.60)	
ABE administrators bachelors and/or masters	55.00 (52.90)	9.00 (11.30)	18.00 (17.80)	
ABE administrators CAGS and/or doctorate	17.00 (12.30)	1.00 (2.60)	1.00 (4.10)	

TABLE 56 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	11.00 (12.30)	2.00 (2.50)	5.00 (3.30)	4.807 (0.568)
Superintendents majored in other	5.00 (4.10)	1.00 (0.80)	0.00 (1.10)	
ABE administrators majored in administration	10.00 (10.90)	4.00 (2.20)	2.00 (2.90)	
ABE administrators majored in other	23.00 (21.80)	3.00 (4.40)	6.00 (5.80)	
Superintendents anglo/American	50.00 (54.00)	13.00 (13.20)	23.00 (18.90)	7.222 (0.300)
Superintendents other	9.00 (9.40)	5.00 (2.30)	1.00 (3.30)	
ABE administrators anglo/American	57.00 (52.70)	10.00 (12.90)	17.00 (18.40)	
ABE administrators other	7.00 (6.90)	2.00 (1.70)	2.00 (2.40)	

TABLE 56 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	44.00 (50.20)	13.00 (12.10)	22.00 (16.70)	8.656 (0.193)
Superintendents ≥ 4 semester hours earned in adult education	14.00 (14.00)	5.00 (3.40)	3.00 (4.70)	
ABE administrators ≤ 3 semester hours earned in adult education	41.00 (40.70)	11.00 (9.80)	12.00 (13.60)	
ABE administrators ≥ 4 semester hours earned in adult education	30.00 (24.10)	2.00 (5.80)	6.00 (8.00)	
Superintendents reporting school district size ≤ 2999	11.00 (11.20)	3.00 (2.90)	4.00 (3.90)	4.642 (0.590)
Superintendents reporting school district size ≥ 3000	42.00 (47.20)	15.00 (12.20)	19.00 (16.60)	
ABE administrators reporting school district size ≤ 2999	4.00 (5.00)	2.00 (1.30)	2.00 (1.70)	
ABE administrators reporting school district size ≥ 3000	51.00 (44.70)	8.00 (11.60)	13.00 (15.70)	

TABLE 57

THEME: FUNDING AND SUPPORT
ITEM 40, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	4.00 (6.30)	9.00 (4.80)	11.00 (12.90)	10.268 (0.113)
Superintendents ≥ 9 years administrative experience	4.00 (5.50)	5.00 (4.20)	12.00 (11.30)	
ABE administrators ≤ 8 years administrative experience	13.00 11.60)	4.00 (8.80)	27.00 (23.60)	
ABE administrators ≥ 9 years administrative experience	8.00 (5.50)	4.00 (4.20)	9.00 (11.30)	
Superintendents age ≤ 49	1.00 (4.20)	6.00 (3.20)	9.00 (8.60)	10.969 (0.089)
Superintendents age ≥ 50	7.00 (7.60)	8.00 (5.80)	14.00 (15.60)	
ABE administrators age ≤ 49	16.00 (11.10)	4.00 (8.40)	22.00 (22.50)	
ABE administrators age ≥ 50	5.00 (6.10)	4.00 (4.60)	14.00 (12.30)	

TABLE 57 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	8.00 (11.40)	13.00 (8.70)	22.00 (22.90)	8.395 (0.210)
Superintendents female	0.00 (0.50)	1.00 (0.40)	1.00 (1.10)	
ABE administrators male	19.00 (14.60)	6.00 (11.10)	30.00 (29.31)	
ABE administrators female	2.00 (2.40)	2.00 (1.80)	5.00 (4.80)	
Superintendents bachelors and/or masters	1.00 (2.30)	4.00 (1.80)	4.00 (4.80)	9.035 (0.171)
Superintendents CAGS and/or doctorate	7.00 (9.30)	10.00 (7.30)	19.00 (19.30)	
ABE administrators bachelors and/or masters	16.00 (13.50)	8.00 (10.60)	28.00 (27.90)	
ABE administrators CAGS and/or doctorate	4.00 (2.90)	0.00 (2.20)	7.00 (5.90)	

TABLE 57 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	2.00 (2.10)	1.00 (0.70)	6.00 (6.20)	1.863 (0.931)
Superintendents majored in other	0.00 (0.20)	0.00 (0.10)	1.00 (0.70)	
ABE administrators majored in administration	1.00 (1.90)	1.00 (0.60)	6.00 (5.50)	
ABE administrators majored in other	6.00 (4.70)	1.00 (1.60)	13.00 (13.70)	
Superintendents anglo/American	6.00 (8.70)	10.00 (7.30)	20.00 (19.90)	10.426 (0.107)
Superintendents other	2.00 (1.90)	4.00 (1.60)	2.00 (4.40)	
ABE administrators anglo/American	14.00 (12.60)	6.00 (10.60)	32.00 (28.80)	
ABE administrators other	3.00 (1.70)	1.00 (1.40)	3.00 (3.90)	

TABLE 57 - Continued

	Agree	Neutral	Disagree	X^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	5.00 (9.00)	14.00 (7.10)	16.00 (18.90)	15.344 (0.017)*
Superintendents ≥ 4 semester hours earned in adult education	2.00 (2.30)	0.00 (1.80)	7.00 (4.90)	
ABE administrators ≤ 3 semester hours earned in adult education	13.00 (9.50)	4.00 (7.50)	20.00 (20.00)	
ABE administrators ≥ 4 semester hours earned in adult education	8.00 (7.20)	4.00 (5.70)	16.00 (15.20)	
Superintendents reporting school district size ≤ 2999	0.00 (0.90)	0.00 (0.50)	3.00 (1.60)	(13.395) (0.037)*
Superintendents reporting school district size ≥ 3000	8.00 (11.10)	12.00 (6.60)	17.00 (19.30)	
ABE administrators reporting school district size ≤ 2999	2.00 (0.90)	0.00 (0.50)	1.00 (1.60)	
ABE administrators reporting school district size ≥ 3000	17.00 (14.10)	4.00 (8.40)	26.00 (24.50)	

TABLE 58

THEME: LEGISLATION
ITEM 44, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	32.00 (35.90)	19.00 (14.30)	10.00 (10.80)	6.257 (0.395)
Superintendents ≥ 9 years administrative experience	26.00 (27.10)	13.00 (10.80)	7.00 (8.10)	
ABE administrators ≤ 8 years administrative experience	46.00 (40.60)	11.00 (16.20)	12.00 (12.20)	
ABE administrators ≥ 9 years administrative experience	19.00 (19.40)	6.00 (7.70)	8.00 (5.80)	
Superintendents age ≤ 49	22.00 (23.50)	10.00 (9.40)	8.00 (7.10)	7.352 (0.289)
Superintendents age ≥ 50	36.00 (39.40)	22.00 (15.70)	9.00 (11.90)	
ABE administrators age ≤ 49	45.00 (39.40)	10.00 (15.70)	12.00 (11.90)	
ABE administrators age ≥ 50	20.00 (20.60)	7.00 (8.20)	8.00 (6.20)	

TABLE 58 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents male	51.00 (57.50)	31.00 (23.10)	16.00 (17.40)	10.002 (0.124)
Superintendents female	7.00 (5.30)	1.00 (2.10)	1.00 (1.60)	
ABE administrators male	51.00 (49.90)	16.00 (20.00)	18.00 (15.10)	
ABE administrators female	13.00 (9.40)	1.00 (3.80)	2.00 (2.80)	
Superintendents bachelors and/or masters	17.00 (19.40)	9.00 (7.80)	7.00 (5.80)	6.052 (0.417)
Superintendents CAGS and/or doctorate	41.00 (43.50)	23.00 (17.60)	10.00 (12.90)	
ABE administrators bachelors and/or masters	49.00 (46.40)	14.00 (18.80)	16.00 (13.80)	
ABE administrators CAGS and/or doctorate	14.00 (11.70)	3.00 (4.80)	3.00 (3.50)	

TABLE 58 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents majored in administration	13.00 (11.50)	2.00 (3.00)	3.00 (3.50)	4.415 (0.620)
Superintendents majored in other	4.00 (4.50)	2.00 (1.20)	1.00 (1.40)	
ABE administrators majored in administration	9.00 (10.90)	5.00 (2.80)	3.00 (3.30)	
ABE administrators majored in other	20.00 (19.20)	3.00 (5.00)	7.00 (5.80)	
Superintendents anglo/American	47.00 (53.00)	27.00 (20.90)	15.00 (15.10)	7.992 (0.238)
Superintendents other	11.00 (10.10)	4.00 (4.00)	2.00 (2.90)	
ABE administrators anglo/American	52.00 (50.00)	16.00 (19.70)	16.00 (14.30)	
ABE administrators other	9.00 (6.00)	0.00 (2.40)	1.00 (1.70)	

TABLE 58 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	46.00 (49.30)	23.00 (19.60)	15.00 (15.10)	13.647 (0.033)*
Superintendents ≥ 4 semester hours earned in adult education	11.00 (12.90)	9.00 (5.10)	2.00 (4.00)	
ABE administrators ≤ 3 semester hours earned in adult education	46.00 (37.60)	9.00 (14.90)	9.00 (11.50)	
ABE administrators ≥ 4 semester hours earned in adult education	18.00 (21.10)	7.00 (8.40)	11.00 (6.50)	
Superintendents reporting school district size ≤ 2999	7.00 (11.80)	9.00 (4.60)	4.00 (3.60)	8.092 (0.231)
Superintendents reporting school district size ≥ 3000	47.00 (46.00)	18.00 (18.00)	13.00 (14.00)	
ABE administrators reporting school district size ≤ 2999	5.00 (4.70)	2.00 (1.80)	1.00 (1.40)	
ABE administrators reporting school district size ≥ 3000	46.00 (42.50)	12.00 (16.60)	14.00 (12.90)	

TABLE 59

THEME: LEGISLATION
ITEM 45, BY TITLE AND BACKGROUND VARIABLES

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents ≤ 8 years administrative experience	9.00 (12.50)	29.00 (22.30)	22.00 (25.20)	10.394 (0.109)
Superintendents ≥ 9 years administrative experience	10.00 (9.60)	21.00 (17.10)	15.00 (19.30)	
ABE administrators ≤ 8 years administrative experience	17.00 (13.90)	18.00 (24.90)	32.00 (28.20)	
ABE administrators ≥ 9 years administrative experience	7.00 (7.10)	9.00 (12.60)	18.00 (14.30)	
Superintendents age ≤ 49	3.00 (8.30)	22.00 (14.90)	15.00 (16.80)	15.647 (0.015)*
Superintendents age ≥ 50	16.00 (13.70)	28.00 (24.60)	22.00 (27.70)	
ABE administrators age ≤ 49	17.00 (13.50)	19.00 (24.20)	29.00 (27.30)	
ABE administrators age ≥ 50	7.00 (7.50)	8.00 (13.40)	21.00 (15.10)	

TABLE 59 - Continued

	Agree	Neutral	Disagree	x^2 (P.< .05)*
Superintendents male	18.00 (20.20)	47.00 (35.80)	32.00 (41.00)	15.081 (0.019)*
Superintendents female	1.00 (1.90)	3.00 (3.30)	5.00 (3.80)	
ABE administrators male	22.00 (17.70)	19.00 (31.40)	44.00 (35.90)	
ABE administrators female	2.00 (3.10)	7.00 (5.50)	6.00 (6.30)	
Superintendents bachelors and/or masters	5.00 (7.00)	14.00 (12.30)	14.00 (13.80)	10.451 (0.106)
Superintendents CAGS and/or doctorate	14.00 (15.40)	36.00 (27.20)	23.00 (30.40)	
ABE administrators bachelors and/or masters	19.00 (16.70)	21.00 (29.40)	39.00 (32.90)	
ABE administrators CAGS and/or doctorate	5.00 (4.00)	5.00 (7.10)	9.00 (7.90)	

TABLE 59 - Continued

	Agree	Neutral	Disagree	X^2 (P.< .05)*
Superintendents majored in administration	5.00 (4.20)	8.00 (5.90)	5.00 (7.90)	6.204 (0.400)
Superintendents majored in other	0.00 (1.60)	3.00 (2.30)	4.00 (3.10)	
ABE administrators majored in administration	6.00 (4.20)	5.00 (5.90)	7.00 (7.90)	
ABE administrators majored in other	6.00 (7.00)	8.00 (9.90)	16.00 (13.20)	
Superintendents anglo/American	15.00 (19.10)	41.00 (32.00)	32.00 (36.90)	14.403 (0.025)*
Superintendents other	4.00 (3.70)	8.00 (6.20)	5.00 (7.10)	
ABE administrators anglo/American	19.00 (17.80)	20.00 (29.80)	43.00 (34.40)	
ABE administrators other	5.00 (2.40)	3.00 (4.00)	3.00 (4.60)	

TABLE 59 - Continued

	Agree	Neutral	Disagree	x^2 (P. <.05)*
Superintendents ≤ 3 semester hours earned in adult education	12.00 (17.10)	44.00 (30.90)	27.00 (35.00)	23.601 (0.006)*
Superintendents ≥ 4 semester hours earned in adult education	6.00 (4.50)	6.00 (8.20)	10.00 (9.30)	
ABE administrators ≤ 3 semester hours earned in adult education	19.00 (13.20)	20.00 (23.80)	25.00 (27.00)	
ABE administrators ≥ 4 semester hours earned in adult education	5.00 (7.20)	6.00 (13.00)	24.00 (14.80)	
Superintendents reporting school district size ≤ 2999	1.00 (3.90)	10.00 (6.80)	8.00 (8.30)	12.368 (0.054*
Superintendents reporting school district size ≤ 2999	17.00 (16.00)	33.00 (27.90)	28.00 (34.10)	
ABE administrators reporting school district size ≤ 2999	3.00 (1.60)	3.00 (2.90)	2.00 (3.50)	
ABE administrators reporting school district size ≥ 3000	15.00 (14.50)	17.00 (25.40)	39.00 (31.10)	

APPENDIX B

BACKGROUND DATA

1. Number of years employed as: (check 1) [] superintendent

   [] administrator of adults

   [] 1-4 [] 5-8 [] 9-12 [] 13-16 [] 17-20 [] 21+

2. Your Age:

   [] 29 or under [] 30-39 [] 40-49 [] 50-59 [] 60+

3. Your Sex: [] Male [] Female

4. Highest degree obtained (check one; please indicate major area of study):

   [] Bachelors Degree [] Masters Degree [] CAGS Degree [] Doctorate

   _____ _____ _____ _____

5. Ethnic and/or racial background:

   [] Hispanic/American [] Oriental/American [] Black/American
   [] Anglo/American [] Indian/American [] Other

6. Number of college semester hours earned in study of adult education:

   [] None [] 1-3 [] 4-6 [] 7-9 [] 10-12 [] 13-15 [] 16+

7. Given the changing population demographics, both nationally and within Massachusetts, do you feel it is important for superintendents to have some professional course work in adult education? (superintendents and adult education administrators should both respond to this question)

   [] Yes [] No [] Undecided

8. As superintendent/adult administrator (circle appropriate title), do you see yourself taking a professional course or seminar in adult education in the future?

   [] Yes [] No [] Undecided

9. Range of student population in your school district (check one box for K-12 and check one box for ABE).

ABE	ABE/K-12	ABE/K-12	ABE/K-12
[] 0-299	[] 0-999	[] 3000-3999	[] 8000-9999
[] 300-599	[] 1000-1999	[] 4000-5999	[] 10000-14999
[] 600-999	[] 2000-2999	[] 6000-7999	[] 15000+

10. Proposition 2 1/2, in our school district, resulted in the following:

    [] Elimination of ABE programs [] Reduction in ABE programs
    [] Increase in ABE programs [] No change in ABE programs
    [] ABE programs made self-supporting (non-school district funds or fees)

DEFINITIONS AND DIRECTIONS

ADULT BASIC EDUCATION DEFINED:

Adult basic education (ABE) is a program of studies, activities or courses for adults, who have not graduated from high school or obtained a General Educational Development (GED) certificate, and whose inability to speak, read or write the English language constitutes a substantial impairment of their ability to get or retain employment.

ADULT BASIC EDUCATION PROGRAM DEFINED:

Adult basic education programs, FOR THE PURPOSE OF THIS SURVEY, mean any program that is designed to serve adults with less than a high school diploma or GED certificate. Such programs generally fall under one or more of the following classifications:

ADULT BASIC EDUCATION (ABE), ENGLISH AS A SECOND LANGUAGE (ESL), GENERAL EDUCATIONAL DEVELOPMENT (GED), ADULT DIPLOMA PROGRAM (ADP), EVENING ACADEMIC HIGH SCHOOL (academic component), and CONTINUING EDUCATION (academic component)

SPECIFIC DIRECTIONS FOR COMPLETING SURVEY

1. Adult Basic Education Programs, FOR THE PURPOSE OF THIS SURVEY, refer only to those programs defined above.

2. DO NOT CONSIDER:

   Evening Practical Arts (EPA), Adult vocational day programs or Adult vocational evening programs

3. The following basic scale is employed for most statements:

SA	A	N	D	SD
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

   In each case, please circle the letter which represents your reaction: whether you Strongly Agree (SA), Agree (A), are Neutral (N), Disagree (D), or Strongly Disagree (SD).

   Some items require rank ordering and/or response by use of a check mark.

4. School districts without ABE programs as defined above omit items: 23, 27, 34, 36, and 40. However, please answer all other items.

5. In considering each statement or question, please base your response on your experiences within Massachusetts public school systems.

	CIRCLE ONE
AWARENESS OF ABE	
1. The educational gap is widening between the undereducated and educated adult.	SA A N D SD
2. Adult illiteracy and the undereducation of adults is a problem in my community.	SA A N D SD
3. The people in my community see adult illiteracy and the undereducation of adults as a problem.	SA A N D SD
4. There is a perception in my community that schooling is for the young.	SA A N D SD
5. In my community, most people are aware of the public school ABE programs that are available.	SA A N D SD
6. The Massachusetts Department of Education should conduct a statewide program of publicity and image building for ABE.	SA A N D SD
7. Our school district should conduct a local program of publicity and image building for ABE.	SA A N D SD
8. Given the following estimates of adults 16 years of age an older, who are no longer in school and lack a high school diploma, which estimate would people in your community select? (CIRCLE % FOR STATE AND COMMUNITY)	(STATE) 5% 10% 15% 20% 25% 30% 35% 40% (COMMUNITY) 5% 10% 15% 20% 25% 30% 35% 40%
SOCIAL AND ECONOMIC IMPACT OF ABE	
9. The ability of the business sector to successfully compete in the economic market is being threatened by the significant number of undereducated adults in the population.	SA A N D SD
10. State welfare roles could be substantially reduced by providing a comprehensive adult basic education program to welfare recipients.	SA A N D SD
11. A comprehensive adult basic education program for Massachusetts' undereducated adult population would help to reduce the state's crime rate.	SA A N D SD
12. Public school adult basic education programs help to gain public support for the general K-12 program.	SA A N D SD

CIRCLE ONE

13. The participation of undereducated adults in adult basic education programs has a positive impact on their children's schooling. SA A N D SD

14. Many of Massachusetts' undereducated adult population are UNABLE to qualify for state and federal job training programs because of their inadequate basic academic skills. SA A N D SD

15. ABE programs are among the most important means for effecting social change (e.g. crime, welfare, poverty, etc.) SA A N D SD

16. To what degree do you feel your school district is positively responding in helping undereducated adults prepare for the labor market? PLEASE CIRCLE ONE: Very Strongly (VS), Strongly (S), Moderately (MD), Minimally (M), and Very Minimally (VM). VS S MD M VM

CERTIFICATION

17. Teachers of undereducated adults should differ from K-12 teachers in academic background and methods of teaching. SA A N D SD

18. The Massachusetts Department of Education should establish an adult basic education certification process for individuals who desire to teach in ABE programs. SA A N D SD

19. The Massachusetts Department of Education should establish an adult basic education certification process for individuals who desire to administer ABE programs. SA A N D SD

20. Applicants for professional positions in ABE should have course work in adult education in order to be considered for employment. SA A N D SD

21. Applicants for professional positions in ABE programs should have prior experience in working with adults in an ABE program or similiar program setting. SA A N D SD

DELIVERY SYSTEM, OPERATIONS, AND STATUS

22. Adult basic education programs should be integrated with vocational training programs. SA A N D SD

23. Our ABE programs are integrated with vocational education training activities.

PLEASE CHECK ONE: [] Yes []No

24. The financial support of non-public school, community based ABE programs with federal ABE funds (P.L. 95-561, ABE Act) adversely affects public school ABE programs. SA A N D SD

25. The proliferation of non-public school ABE programs adversely affects public school ABE. SA A N D SD

26. ABE programs should establish linkages with a wide variety of community elements (e.g. businesses, human service agencies, etc.). SA A N D SD

27. Linkages established by our ABE program have been important to the program's success. SA A N D SD

28. ABE program linkages with the business sector, human service agencies and others may be characterized as follows: COST = COST TO ABE PROGRAM IN STAFF TIME; BENEFIT = BENEFIT TO ABE PROGRAM. CIRCLE ONE ITEM IN COST CATEGORY AND ONE ITEM IN BENEFIT CATEGORY: Very High (VH), High (H), Moderate (M), Low (L), Very Low (VL).

(COST) VH H M L VL
(BENEFIT) VH H M L VL

29. Rank order agencies best suited to operate ABE programs (1=best suited, 2=next best suited, etc.; enter 0 if agency not suited at all).

__Public schools
__Agency of municipal government
__State colleges/universities
__State community colleges
__Community based organizations
__Private education institutions
__Business/industry sector
__Regional consortium of public schools
__Other, please specify_____

30. The status of ABE education in Massachusetts public school systems is considered peripheral. SA A N D SD

31. For formulating and stating the philosophy and goals of ABE programs, the responsibility should reside with the following (indicate by rank ordering: 1=group or agency most responsible, 2=next most responsible, etc.):

__Federal government
__State government
__Local government
__Public schools
__Adult student participants
__Adult education staff
__ABE college professors
__Adult professional associations
__Other, please specify_____

32. Please check (x), for both the teacher (T) and administrator (AD) categories, the professional staffing pattern most appropriate for an ABE program.

	T	AD
Full time staff only	[]	[]
Part time staff only	[]	[]
Full time and part time staff	[]	[]

33. A part-time, staffing pattern prevails in the majority of ABE programs because:(FOR EACH REASON THAT APPLIES, CIRCLE A RESPONSE)

a.	Inadequate state funding	SA	A	N	D	SD
b.	Inadequate federal funding	SA	A	N	D	SD
c.	Inadequate local funding	SA	A	N	D	SD
d.	Secondary status of ABE programs with school decision-makers	SA	A	N	D	SD
e.	Part-time staffing pattern allows program flexibility to better meet student needs	SA	A	N	D	SD
f.	Part-time pattern more cost effective than full-time pattern	SA	A	N	D	SD
g.	No significant difference in quality of educational services provided by full-time vs. part-time staff	SA	A	N	D	SD
h.	ABE administrators prefer that their programs have a part-time staffing pattern	SA	A	N	D	SD
i.	Other, please specify_____	SA	A	N	D	SD

34. Does your ABE program have an advisory council?

[]Yes []NO

35. An advisory council can contribute significantly to the success of an ABE program.

[]Yes No[]

36. If your response to question 34 was yes, how would you rate the council's contribution to the success of your ABE program(s)(CHECK ONE):

[] Very Significant Contribution	[] Significant Contribution	[] Minimal Contribution

FUNDING AND SUPPORT

37. The declining enrollments in the K-12 population will enable our school district to shift more financial resources to ABE programs.	SA	A	N	D	SD
38. If financial cuts have to be made in our school system, the community, taken as a whole, would expect financial cuts to be made in the ABE program before the K-12 program.	SA	A	N	D	SD
39. If outside funding for an adult basic education program were eliminated, the local community should financially support the program.	SA	A	N	D	SD
40. Our ABE program is provided with sufficient financial support to meet the needs of the undereducated adult population in our community.	SA	A	N	D	SD

41. To what degree is each group supportive of ABE programs? PLEASE CIRCLE ONE CHOICE FOR EACH GROUP: Very Strongly (VS), Strongly (S), Moderately (Md), Minimally (M), and Very Minimally (VM).

a. PTA	VS	S	MD	M	VM
b. School committee	VS	S	MD	M	VM
c. Parents	VS	S	MD	M	VM
d. Teachers	VS	S	MD	M	VM
e. School administration	VS	S	MD	M	VM
f. Municipal office holders	VS	S	MD	M	VM
g. Organized labor	VS	S	MD	M	VM
h. Business sector	VS	S	MD	M	VM
i. Human service agencies	VS	S	MD	M	VM
j. Other, please specify_____	VS	S	MD	M	VM

42. Rank order the list below of potential funding sources as to the institution or individual that you feel should assume the major responsibility for funding ABE programs (1=should be most responsible, 2=next most responsible, etc.)

__Federal support
__State support
__Local government support
__Business support
__Student fee support
__Other, please specify_____

43. The Massachusetts ABE plan provides guidelines for the State Department of Education to administer federal ABE funds. At present, the Department requires a 50% match from programs funded under the federal ABE grant (P.L. 95-561, ABE Act). However, only a 10% match is required by the federal government. Knowing the above, should the state plan match requirement be changed to (CHECK ONE):

[] 10% Match
[] 20% Match
[] 30% Match
[] 40% Match
[] Should remain the same (50%)

LEGISLATION

44. A state's adult education laws are an appropriate means for equalizing opportunity for a state's undereducated adult population.	SA	A	N	D	SD
45. The present Massachusetts education laws are appropriate for meeting the educational needs of the Commonwealth's undereducated adult population (adults with less than a high school diploma or GED).	SA	A	N	D	SD

46. The federally funded ABE categorical grant program (P.L. 95-561, ABE Act) should be (CHECK ONE):

[] Maintained as a categorical grant program
[] Collapsed into the federal block grant
[] Collapsed into the federal vocational grant

OPEN ENDED QUESTIONS

47. Can adult basic education programs grow and prosper under the sponsorship of public K-12 school systems? (CHECK ONE) []Yes []No
Please explain in a brief sentence or two your response.

48. The Massachusetts Department of Education funds public school ABE programs with money from the federal ABE grant (P.L. 95-561), ABE Act). Does your school district have an ABE program funded by monies from this grant?
(CHECK ONE) []Yes [] No

If no: Did your district apply for ABE grant funds? (CHECK ONE) []Yes []No

If no: Please indicate the main reason your district did not apply.

49. Do you have any additional comments about adult education that you would like to share?

PLEASE USE THE FOLLOWING PAGE FOR ADDITIONAL COMMENTS.

AGAIN, THANK YOU FOR TAKING THE TIME
TO COMPLETE THIS SURVEY

MAILING ADDRESS: Donald H. Baptiste 34 Pine St., South Easton MA.02375
Telephone Number: (617) 238-7241

APPENDIX C

December 11, 1984

Dear Superintendent:

The National Advisory Council on Adult Education (NACAE) claims that approximately 54 million Americans of labor force age, who are not in school, have less than a high school education. IN OUR OWN STATE OF MASSACHUSETTS, CENSUS DATA REVEALS THAT WELL OVER A MILLION ADULTS LACK A HIGH SCHOOL DIPLOMA. Yet, there is little research available that describes how public school superintendents, particularly Massachusetts superintendents, view key issues in adult education.

I am a doctoral candidate at the University of Massachusetts (Amherst) and the Coordinator of Adult Education for the Somerville Public Schools. My doctoral dissertation seeks to explore the attitudes of public school superintendents and adult education directors on a number of thematic issues relevant to adult basic education. It is my hope that your cooperation in completing the enclosed survey instrument will serve to shed light on this heretofore neglected area of study.

It is important that the task of completing the survey not be delegated to a subordinate, since the object of the research design is to ascertain your attitude towards issues in adult education. Directors of adult education are also being asked to complete the survey. SHOULD YOUR SCHOOL DISTRICT NOT HAVE AN ADULT EDUCATION PROGRAM, I ASK THAT YOU PLEASE COMPLETE THE SURVEY ANYWAY, SINCE THE ANALYSIS OF DATA WILL TAKE THIS FACTOR INTO CONSIDERATION. YOUR VIEWS ARE IMPORTANT TO THIS STUDY.

All survey information will be treated confidentially and no superintendent, adult education director, or specific school system will be identified in either the survey results or the dissertation.

Should you desire a copy of the statewide survey results, I will be pleased to send you a copy. Please check off the appropriate blank on the survey instrument. I have enclosed a stamped, self-addressed envelope for your convenience in returning the survey. I hope to have all the surveys back by December 25, 1984.

Thank you very much for your cooperation in addressing this request.

Sincerely yours,

Donald H Baptiste

Donald H. Baptiste

DONALD H. BAPTISTE 34 PINE ST. SOUTH EASTON, MA 02375 (617) 238-7241

December 11, 1984

Dear Director of Adult Education:

The National Advisory Council on Adult Education (NACAE) claims that approximately 54 million Americans of labor force age, who are not in school, have less than a high school education. IN OUR OWN STATE OF MASSACHUSETTS, CENSUS DATA REVEALS THAT WELL OVER A MILLION ADULTS LACK A HIGH SCHOOL DIPLOMA. Yet, there is little research available that describes how public school superintendents and administrators of adult education, particularly those in Massachusetts, view key issues in adult education.

I am a doctoral candidate at the University of Massachusetts (Amherst) and the Coordinator of Adult Education for the Somerville Public Schools. My doctoral dissertation seeks to explore the attitudes of public school superintendents and adult education directors on a number of thematic issues relevant to adult basic education. It is my hope that your cooperation in completing the enclosed survey instrument will serve to shed light on this heretofore neglected area of study.

It is important that the task of completing the survey not be delegated to a subordinate, since the object of the research design is to ascertain your attitude towards issues in adult education. Superintendents are also being asked to complete the survey.

All survey information will be treated confidentially and no superintendent, director of adult education, or specific school system will be identified in either the survey results or the dissertation.

Should you desire a copy of the statewide survey results, I will be pleased to send you a copy. Please check off the appropriate blank on the survey instrument. I have enclosed a stamped, self-addressed envelope for your convenience in returning the survey. I hope to have all the surveys back by December 25, 1984.

Thank you very much for your cooperation in addressing this request.

Sincerely yours,

Donald H Baptiste

Donald H. Baptiste

DONALD H. BAPTISTE 34 PINE ST. SOUTH EASTON, MA 02375 (617) 238-7241

APPENDIX D

Donald H. Baptiste
34 Pine Street
South Easton, MA 02375

Dear Superintendent:

On December 12, 1984, you were mailed a survey instrument entitled, Massachusetts Public School Superintendents and Adult Education Administrators: An Attitudinal Survey On Adult Education. (Please refer to enclosed survey and letter dated December 11, 1984). Given the time of year that the survey was mailed, it is understandable that you may not have had time to complete the survey, or it may have been lost in the rush of Christmas mail and may never have reached you. Therefore, I have enclosed another survey. For the purpose of my research, it is important that you complete the survey and not delegate this task to a subordinate. Directors of adult education have been mailed a simil ar survey to complete.

As noted in the December 11th letter addressed to school superintendents, I am a doctoral student at the University of Massachusetts (Amherst) and the Coordinator of Adult Education for the Somerville Public Schools. I am asking all public school superintendents and directors of adult education to complete a survey designed to assess their attitudes and perceptions towards public school adult basic education. The information gained from the surveys will be used in my doctoral dissertation. ALL SURVEY INFORMATION WILL BE TREATED CONFIDENTIALLY AND NO SUPERINTENDENT, DIRECTOR OF ADULT EDUCATION, OR SPECIFIC SCHOOL SYSTEM WILL BE IDENTIFIED IN THE SURVEY RESULTS, THE DISSERTATION, OR REPORTS ISSUED. General findings will be shared with those respondents who indicate on the survey instrument their desire for a copy of the results. It is also possible that an article may be submitted to a professional journal, and a report may be made available to the state's professional adult education association and others interested in the field of adult education.

Thus far, I have received 180 responses from superintendents and directors of adult education. The responses to the survey by these key decision-makers should serve to clarify more fully the issues in adult basic education and hopefully will result in improved strategies designed to better serve the needs of the undereducated adult.

Obviously, your participation in this activity is voluntary, and you can discontinue participation in the research project at any time. University research procedures require that a written consent form be obtained from individuals participating in a

research project. Given that you and the other participants who will be involved are all adults and that no physical risk will be incurred, I will assume that your completion and return of the survey constitutes your acceptance of the research conditions noted and your approval for participation.

A return of the completed survey on or before May 10, 1985, would be appreciated. Should you have any questions regarding my research, I may be contacted at the above address, or you may call me: evenings (617-238-7241) days (617-625-1335 or 617-666-5700, ext. 385 or 386).

I thank you for taking the time to respond to this request. I look forward to receiving your completed survey and to sharing with you the findings of the study.

Sincerely yours,

Donald H Baptiste

Donald H. Baptiste

Donald H. Baptiste
34 Pine Street
South Easton, MA 02375

Dear Director of Adult Education:

On December 12, 1984, you were mailed a survey instrument entitled, Massachusetts Public School Superintendents and Adult Education Administrators: An Attitudinal Survey On Adult Education. (Please refer to enclosed survey and letter dated December 11, 1984). Given the time of year that the survey was mailed, it is understandable that you may not have had time to complete the survey, or it may have been lost in the rush of Christmas mail and may never have reached you. Therefore, I have enclosed another survey.

As noted in the December 11th letter addressed to directors of adult education, I am a doctoral student at the University of Massachusetts (Amherst) and the Coordinator of Adult Education for the Somerville Public Schools. I am asking all public school superintendents and directors to complete a survey designed to assess their attitudes and perceptions towards public school adult basic education. The information gained from the surveys will be used in my doctoral dissertation. ALL SURVEY INFORMATION WILL BE TREATED CONFIDENTIALLY AND NO SUPERINTENDENT, DIRECTOR OF ADULT EDUCATION, OR SPECIFIC SCHOOL SYSTEM WILL BE IDENTIFIED IN THE SURVEY RESULTS, THE DISSERTATION, OR REPORTS ISSUED. General findings will be shared with those respondents who indicate on the survey instrument their desire for a copy of the results. It is also possible that an article may be submitted to a professional journal, and a report may be made available to the state's professional adult education association and others interested in the field of adult education.

Thus far, I have received 180 responses from superintendents and directors of adult education. The responses to the survey by these key decision-makers should serve to clarify more fully the issues in adult basic education and hopefully will result in improved strategies designed to better serve the needs of the undereducated adult.

Obviously, your participation in this activity is voluntary, and you can discontinue participation in the research project at any time. University research procedures require that a written consent form be obtained from individuals participating in a

research project. Given that you and the other participants who will be involved are all adults and that no physical risk will be incurred, I will assume that your completion and return of the survey constitutes your acceptance of the research conditions noted and your approval for participation.

A return of the completed survey on or before May 10, 1985, would be appreciated. Should you have any questions regarding my research, I may be contacted at the above address, or you may call me: evenings (617-238-7241) days (617-625-1335 or 617-666-5700, ext. 385 or 386).

I thank you for taking the time to respond to this request. I look forward to receiving your completed survey and to sharing with you the findings of the study.

Sincerely yours,

Donald H Baptiste

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